



CHAPTER 3 ALTERNATIVES

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3.0 ALTERNATIVES

3.1 Introduction

This chapter of the comprehensive management plan (CMP) describes a range of feasible management alternatives by which the NPS could achieve the purposes for the Captain John Smith Chesapeake NHT, compares their impacts, and identifies the preferred alternative. Data used to summarize the impacts of each alternative – what would happen if the alternatives were adopted – are summarized from the detailed environmental impact analysis presented in chapter 5 below, prepared pursuant to the National Environmental Policy Act (NEPA).

During the CMP planning process the NPS planning team, in collaboration with its partners and the public, has considered four trail management alternatives:

Alternative 1 – Continuation of Current Management

Alternative 2 – Exploratory Voyages of Captain John Smith

Alternative 3 – Chesapeake Region in the 17th Century

Alternative 4 – Recreation on the Historic Trail

The basis for each alternative is an overall management concept – different for each alternative – that describes how the trail resources would be managed and the experiences that visitors would have on the trail. Table 3.1 provides a summary of the alternatives.

Common to the three action alternatives (Alternative 2, 3, and 4) is the trail management framework described above in chapter 2.0. The trail management framework provides the overarching management principles that the NPS would implement in each trail segment. The framework summarizes broad guidance for management decision-making related to resource protection, visitor experience, designation of high potential route segments and high potential historic sites, partnerships, land protection, connecting and side trails, trail marking, and carrying capacity. The management framework recommends that the NPS and its partners conduct future trail planning, development, and management on a segment-by-segment basis for the ten management segments that compose the 3,000-mile trail (see figure 2.1). A series of trail segment management plans would tier off the CMP, including more detailed analyses as their basis, and identifying more specific actions and partnerships required to develop and manage the trail (see section 2.5 above).

Future program and implementation plans, describing specific actions that the NPS and its partners intend to undertake and accomplish along the trail, would also tier from the desired conditions and long-term goals set forth in this plan. More detailed planning, environmental documentation, and consultations

would be completed, as appropriate, before certain actions in the selected alternative could be carried out. *All construction and staffing proposals under the various alternatives are subject to NPS funding limitations and priorities and are anticipated to be staged over the life of the comprehensive management plan.*

3.1.1 Development of the Alternatives

Development of the CMP alternatives occurred through a progression of planning steps used by the NPS to prepare long-range management plans for national trails and for units of the national park system, as outlined in the *NPS General Management Planning Dynamic Sourcebook* (NPS 2008b). The planning process also addressed requirements for preparation of comprehensive management plans for national historic trails as stated in section 5(f) of the National Trails System Act, as amended. The trail's CMP planning team led the process, conducting many internal planning workshops, and hosting frequent collaborative work sessions with other interested parties, including the Captain John Smith Chesapeake NHT Advisory Council, staff of the NPS Chesapeake Bay Office, the Chesapeake Conservancy, management staff of national wildlife refuges along the trail, the trail partners, the general public, local governments, civic organizations, trail user groups, and various federal, state, and local agencies (see chronology of public involvement and agency coordination activities in section 6.1 below).

The process initially focused on the legislative, policy, and programmatic context for trail planning, development, and management (see section 1.4 above). This included developing an understanding of the trail purpose and significance, its associated resources and values, legislative and other special mandates, interpretive themes, and related plans and programs. Later in the process, it included development of criteria for designation of high potential historic sites and high potential route segments (see section 2.4 above).

The planning process then turned to identifying management issues and concerns and developing a long-term vision for the trail. The NPS invited the public to assist with these tasks at a set of eight public open house workshops, held in communities along the trail in September 2008 (see appendix C). Seven categories of issues emerged related to visitor experience and use, resource identification and protection, partnerships, trail management, public access, and trail location and marking (see section 1.5.3 above).

The CMP planning team subsequently considered strategies to address the planning issues and concerns and to accomplish the long-term vision for the trail. From this emerged the set of management concepts for the action alternatives considered in this CMP/EA. In the fall of 2009 the CMP planning team circulated a newsletter that summarized the alternatives and hosted a second set of eight public open house workshops in communities along the trail to obtain public comment on the revised alternatives. Public comments received at the meetings (see appendix C) provided guidance for further refinement of the alternatives that are described and compared in this CMP/EA.

Table 3.1 Summary of Management Alternatives Considered

	Alternative 1 – Continuation of Current Management	Alternative 2 – Exploratory Voyages of Captain John Smith	Alternative 3 – Chesapeake Region in the 17 th Century	Alternative 4 – Recreation on the Historic Trail
Visitor Experience Focus	<p>Visitors experience the trail by traveling along existing water trails and auto routes, NPS-dedicated segments of the John Smith water trail, and John Smith auto tours.</p> <p>Visitors learn about John Smith voyages through local and state park Interpretive programs and media.</p>	<p>Visitors experience the trail by personal watercraft, organized water-based tours, and auto and bus routes along NPS-designated water trails and auto routes.</p> <p>Visitors learn about the history of the Captain John Smith voyages. NPS works with federal, state, and local partners to develop interpretive programs and media.</p>	<p>Visitors experience the trail by personal watercraft, organized water-based tours, and auto and bus routes along NPS-designated water trails, auto routes, and connector trails.</p> <p>Visitors learn about the natural history of the region; the history of American Indian communities; and the Captain John Smith voyages.</p> <p>NPS would develop two interpretive and education centers with appropriate partners.</p>	<p>Visitors experience the trail by participating in recreation activities and volunteer environmental programs.</p> <p>Visitors participate in recreation and environmental projects, with some interpretation of the trail themes.</p>
Resource Protection Focus	<p>NPS assists local and state agencies to identify resources significant to the trail.</p> <p>Protection is at the discretion of local and state agencies, as appropriate, for individual agency's or organization's mission.</p>	<p>Protection focuses on significant voyage stops defined as sites that reflect the goals of the Virginia Company (claim territory, locate Northwest Passage, and locate precious metals).</p> <p>NPS works with federal, state, and local partners to protect significant resources. Little potential for federal acquisition.</p>	<p>Protection focuses on natural landscapes within the trail's viewshed, significant archeological sites, places important to American Indians, and significant voyage stops.</p> <p>NPS works with federal, state, and local partners to protect significant resources. Potential for some federal land acquisition.</p>	<p>Protection focuses on significant voyage stops that provide public access to the trail.</p> <p>NPS works with federal, state, and local partners to protect significant resources. Little potential for federal acquisition.</p>
Partnerships	<p>State parks and other partners in the Chesapeake Bay Gateway and Watertrails Network are encouraged to develop John Smith Trail media and programming, as appropriate, with the possibility of NPS technical and financial assistance.</p>	<p>State parks and other partners in the Chesapeake Bay Gateways and Watertrails Network are encouraged to develop John Smith Trail media and programming, as appropriate, with the possibility of NPS technical and financial assistance.</p>	<p>State parks and other partners in the Chesapeake Bay Gateway and Watertrails Network are encouraged to develop John Smith Trail media and programming, as appropriate, with the possibility of NPS technical and financial assistance.</p> <p>Partnerships emphasize expanding public access, American Indian stories, and landscape conservation.</p>	<p>State parks and other partners in the Chesapeake Bay Gateway and Watertrails Network are encouraged to develop John Smith Trail media and programming, as appropriate, with the possibility of NPS technical and financial assistance.</p> <p>Partnerships emphasize expansion of recreational opportunities and public access.</p>

3.2 Alternative 1 – Continuation of Current Management

3.2.1 Overall Concept

In Alternative 1 trail management would continue to focus the visitor experience, resource protection, and partnerships on existing partner sites and existing water trails. Visitors would experience the trail through a variety of self-guided trips on the land and on the water, or as part of a general recreation experience in the Chesapeake Region. Interpretive experiences would be focused at some Chesapeake Bay Gateways and Watertrails Network (CBGN) partner sites where interpretive media would tell the trail's stories and where there would be occasional opportunities to participate in trail-related interpretive and educational programs. Visitors would learn about the John Smith voyages, the Bay and its related natural and cultural resources, and conservation and stewardship of Bay resources.

Visitors would orient themselves to the trail by visiting the trail website or by studying the trail brochures. Orientation would also occur at CBGN partner sites where trail-related literature would be available and staff would have knowledge of the trail.

Visitors would access the trail at existing public access sites within federal, state, and local parks and national wildlife refuges. Many of these sites would offer access to the water for both motorized and non-motorized vehicles.

Visitors would travel the trail on the land by following the network of existing hiking/biking trails, bike routes, and auto routes along portions of the trail. These would connect some partner sites and access sites that provide opportunities to view the voyage route at overlooks and from public access sites on the water. Some auto routes and trails would tell the stories of the voyages, such as *John Smith's Adventures on the James River Water Trail and Auto Tour* (Virginia DCR). New land-based trails and auto tours would develop over time as partners emerge to develop and manage them.

Water-based experiences along the trail would be largely self-guided. Along most of the trail, access points would be widely spaced and few if any visitor facilities and services would be available, except in the vicinity of settled areas and at CBGN sites. Very few overnight camping facilities would be available, greatly limiting opportunities for multi-day boating trips in remote areas of the Bay and its tributaries. Where water trails exist, trail partners would manage them, providing opportunities for visitors to travel portions of the trail with the help of water trail guides and interpretive materials, and along some water trails, making available visitor facilities and services on the shore at or near access sites.

Trail managers would continue to gain some additional understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories. Cultural resource identification would occur through NPS and partner collaboration; partners would undertake studies consistent with their

individual mission, with NPS support and technical assistance, as funding permits. There would be no further investigations to identify additional high potential route segments or high potential historic sites.

Land protection would continue to be at the discretion of local and state agencies, consistent with their mission and as funding permits. The potential for federal land acquisition would be minimal although acquisition could occur if there is a willing seller and a site is threatened with destruction or irreparable damage.

The NPS Chesapeake Bay Office would have overall responsibility for trail planning, management, and development, which would occur in coordination with the CBGN program. The trail would continue to develop as partnerships are forged or enhanced with traditional and non-traditional partners. However, partnerships would develop and operate in support of the trail on a piecemeal basis – there would not be a common agenda to guide the collective group of partners.

Federal and state agencies would support trail activities. Trail management would be integrated with management of other NPS units and national trails where they are in close proximity to the trail or overlap with the trail.

The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies.

ALTERNATIVE 1 – Continuation of Current Management

Illustrative Concept for the Middle Rappahannock River (see figure 3.1)

In Alternative 1 the trail experience on the middle stretch of the Rappahannock River – from the falls in the city of Fredericksburg to the town of Tappahannock – would generally continue as it is today. The three existing gateway partners – the Friends of the Rappahannock, the George Washington Ferry Farm, and the Rappahannock River Valley National Wildlife Refuge – would continue to work with the NPS and make available information on the trail to visitors. Boat access to the river would continue to occur from the existing network of 13 public and private boat access sites. The Rappahannock Water Trail would be implemented by the commonwealth of Virginia and its partners. The commonwealth of Virginia would continue to provide access and interpretation through the Virginia Birding and Wildlife Trail. The U.S. Fish and Wildlife Service would continue to acquire – from willing sellers only – land and easements within the approved parcel acquisition area of the Rappahannock River Valley Wildlife Refuge.

3.2.2 Resource Protection – Alternative 1

■ Identification of Trail-Related Resources

Trail-related resources generally include the sites along the trail where Captain John Smith and his crew stopped while exploring the Bay and the sites associated with 17th century American Indian life along the trail. The management focus would be on identifying Smith voyage stops, evocative landscapes, 17th century American Indian archeological sites, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and Smith cross sites. In Alternative 1 the NPS and its partners would continue to collaborate to identify and develop a better understanding of where these resources are present along the trail, relevant management issues, and the opportunities for visitor experiences they offer. Information would be obtained through studies by the NPS and its partners if and when there is partner interest and funding is available through matching grants and/or other sources. Further identification of evocative landscapes along the trail could occur if and when partners propose more detailed studies for segments of the trail and are able to secure funding for their implementation from the NPS and/or other sources.

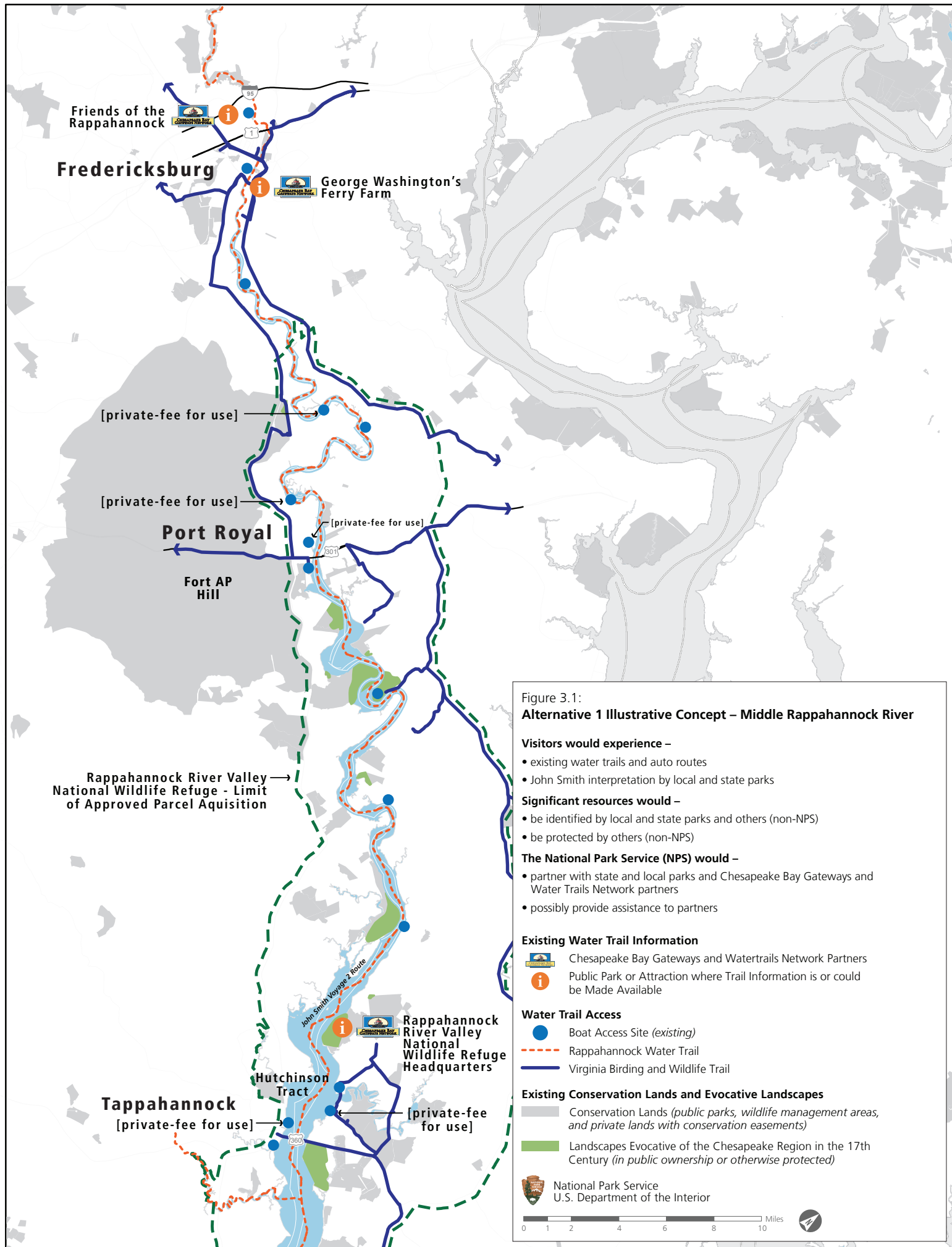
■ Protection of Trail-Related Resources

NPS would continue to assist local and state agencies with protecting trail-related resources. Resource protection would continue to be at the discretion of local and state agencies, as appropriate, for individual agency or organization's mission. NPS would support federal, state, local, and not-for-profit organizations in their efforts to protect trail-related resources and to conserve open space along the trail, particularly where it encompasses evocative landscapes.

Conservation and land protection along the trail would continue to be at the discretion of public agencies or private organization, consistent with their mission and as funding permits. There would be minimal potential for federal land acquisition. Where acquisition occurs it would only be where there is a willing seller and a site is threatened with destruction or irreparable damage.

■ High Potential Route Segments and High Potential Historic Sites

In Alternative 1, in the future NPS funding for projects and technical assistance would place higher priority on actions that protect trail-related resources or enhance trail experiences within designated high potential route segments or at designated high potential historic sites. The NPS would not actively pursue identification of additional high potential route segments or high potential historic sites beyond those initially designated.



3.2.3 Visitor Experience – Alternative 1

■ Visitor Experience Focus

In Alternative 1 the visitor experience would be at existing partner sites and trails where visitors could learn about the John Smith voyages, the Bay and its related natural and cultural resources, and conservation and stewardship of Bay resources. Visitors would experience the trail by traveling along existing water trails and auto routes, NPS-dedicated segments of the John Smith water trail, and John Smith auto tours. The trail's interpretive plan (NPS 2009a) would continue to provide the framework for public appreciation of trail resources and for a wide range of partnership activities to facilitate public use and understanding of trail history. Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming in accordance with the conditions stipulated in the MOU and consistent with the objectives of the trail's interpretive plan.

■ Interpretive Materials and Wayfinding

Interpretive Media and Programs. Interpretive media and programming along the trail would not be expanded. The NPS would continue to provide grants and technical assistance, as funding allows, to partners for projects that generally enhance place-based interpretation and education about the Bay and its related resources, that interpret the trail's resources and stories, and that promote and interpret conservation stewardship of Bay-related natural and cultural resources. While the trail's interpretive plan would guide the partners and the NPS in making decisions about what projects to propose and fund, there would be continue to be no management framework in place to focus interpretive programming on how visitors would experience the trail, what stories would be emphasized, and where those experiences would be provided. The trail website (www.smithtrail.net) would continue to provide the public with information about the trail, how to visit the trail, and things to do. Trail brochures would continue to provide basic orientation to the trail.

Trail Marking and Trail Identifier Signage. Trail marking would continue to occur at the sites of partners who have signed the trail MOU. The NPS would provide each partner with a trail marker insignia and a sign. The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail. Existing partner facilities along the trail would be encouraged to identify themselves as part of the trail. The NPS would continue to provide a trail identifier sign to each partner. In the future the NPS would also provide two panels for a standard 3-sided trail kiosk to be placed at partner facilities. Each partner would produce a third panel for the kiosk, specific to its site. Waysides would be installed at some partner sites and at access sites along the trail.

Interpretive Buoys. The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys.

■ Visitor Facilities and Services

Water-Based Recreation Facilities (Water Trails and Water-Based Tours). In Alternative 1 the NPS and its partners would continue to collaborate to develop additional water trails. New water trails would evolve one at a time, as partners emerge with capacity to plan, develop, and manage them.

In Alternative 1 its partners would continue to collaborate to develop additional water-based tours. New water-based tours would evolve one at a time as partners emerged with capacity to plan, develop, and manage them.

Land-Based Recreation Facilities (Auto Tour Routes). Along the trail a variety of federal, state, and local agencies and non-profit organizations manage many scenic byways, auto routes, heritage areas, and land conservation programs that protect trail-related resources and provide opportunities to experience the Captain John Smith Chesapeake NHT (see table 1.3 above and Figure 2.5). In the future, the NPS and its partners would continue to expand the network of trails and auto tour routes if and when partners identify new projects and secure funding for implementation from the NPS and/or other sources.

Trail Access Facilities. Public access sites throughout the Bay currently offer opportunities to get onto the trail or to view it from the land (see figure 2.6). Visitors would continue to have access to the trail through these existing sites, located at local, state, and federal parks and refuges and existing water trail routes, e.g. Virginia's John Smith's Adventures on the James. In the future, the NPS and its partners would continue to expand the network of trail access facilities if and when partners identify new projects and secure funding for implementation from the NPS and/or other sources.

Visitor Contact Facilities. Existing visitor facilities along the trail would be encouraged to identify themselves as part of the trail, and may or may not have interpretive material and programming related to the trail.

Camping Facilities. Opportunities for multi-day trips along water segments of the trail would continue to be very limited. Few opportunities for camping would continue to be available along the trail. These would primarily be located at a small number of partner sites that have small primitive camping facilities and at state parks along the trail. In the future, the NPS and its partners would continue to expand the network of camping facilities if and when partners identify new projects and secure funding for implementation from the NPS and/or other sources.

Trail Access via Alternative Transportation Modes. Very limited access to the trail via alternative modes of transportation would continue to be available through a small number of facilities and services. The NPS and its partners would continue to explore means of enhancing access to the trail via alternative modes of transportation. NPS would seek to complete a detailed corridor study for one or more of the seven areas identified as potential ATS sub-regions in the *Alternative Transportation Study – Captain John Smith*

Chesapeake NHT (U.S. DOT 2010) (see appendix N). Recommendations would be implemented, if suitable partners and funding are available.

Connecting and Side Trails. The NTSA provides for designation of connecting or side trails that provide additional benefits to a national historic trail and that connect the trail to other resources and visitor experience. Section 2.7.2 above summarizes criteria and a process for designating connecting and side trails developed for the Captain John Smith Chesapeake NHT. In Alternative 1 the NPS would not pursue designation of any connecting and side trails.

3.2.4 Partnerships – Alternative 1

In Alternative 1 partnerships with traditional and non-traditional partners would continue to develop and operate in support of the trail on a piecemeal basis (table 3.2). CBGN partners would be encouraged to interpret the John

Table 3.2 Alternative 1 – General Types of Partnerships (in addition to those described in the trail management framework in section 2.5 above)

Partner Category	Partner Action
Federal Agencies <i>(also see section 2.6.2 above)</i>	<ul style="list-style-type: none"> ■ The NPS and the U.S. FWS would generally collaborate to enhance opportunities to experience the trail at national wildlife refuges. ■ The National Oceanic and Atmospheric Administration (NOAA) would provide trail orientation and interpretation through its network of interpretive buoys. ■ Partnering would occur with the Star-Spangled Banner NHT and the Washington Rochambeau NHT for cost containment and development of joint facilities and visitor programming.
State Natural Resource Management Agencies <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with state parks. ■ State parks would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Tourism Offices <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus.
CBGN Trail Partners <i>(also see section 2.6.5 above and appendix J below)</i>	<ul style="list-style-type: none"> ■ Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming, visitor facilities and services, resource protection, trail marking, and other functions, as stipulated in the MOU. ■ Trail partners would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Water Trail Partners <i>(also see section 2.6.6 above and appendix R below)</i>	<ul style="list-style-type: none"> ■ The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail.
Organizations <i>(also see section 2.6.8 above)</i>	<ul style="list-style-type: none"> ■ The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions.
Businesses	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with private sector outfitters and tourism service providers.

Smith Trail as part of their visitor media and programming with possible NPS technical and financial assistance through the CBGN program. The NPS would continue to encourage groups of partners to work together. Grants from the NPS would tend to favor projects that involve multiple partners over those that do not. Grants would also favor water trail planning and development, particularly if it includes an emphasis on John Smith connections. NPS would act as a clearinghouse for Captain John Smith information through its website and would assist with special events that promote the trail.

3.2.5 Costs – Alternative 1

Estimates of annual operating costs and one-time costs associated with Alternative 1 have been prepared using NPS and industry cost estimating guidelines (see table 3.7 in section 3.7 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by the trail's partners and volunteers.

■ Operating Costs

In Alternative 1 the NPS would maintain the existing level of funding in its Chesapeake Bay Office (CHBA). CHBA would continue to manage the Chesapeake Bay Gateways and Watertrails Network, the Captain John Smith Chesapeake NHT, and the Star-Spangled Banner NHT. Approximately 3.3 FTEs would be assigned to the Captain John Smith Chesapeake NHT.

NPS annual operating costs associated with Alternative 1 are estimated to be \$614,000 (2010 dollars). This includes the anticipated cost for staff salaries and benefits, utilities, supplies, leasing, and other materials needed for trail planning, development, and management. Funding for the annual operating costs would be provided by the base operating budget of the NPS. No increases in base funding to meet the needs outlined in Alternative 1 would be anticipated. It is anticipated that the Chesapeake Conservancy would continue to volunteer help in support of park operations.

■ One-Time Costs (exclusive of land protection)

Total one-time costs associated with Alternative 1 over the 20-year life of the plan are estimated to be \$4,987,000 (2010 dollars), including one-time facilities costs and non-facilities costs. Facilities costs are those required for development of public access to the trail and recreation facilities along the trail. Non-facilities costs are those required for interpretive media, signage, and special studies. The NPS share of these one-time costs is estimated at approximately 63 percent or \$3,121,000. Total one-time partner costs are estimated at approximately 37 percent or \$1,866,000. Trail access will also serve all national trails and other water trails.

■ Land Protection Costs

Land protection costs associated with Alternative 1 are estimated to be \$750,000, including costs for fee simple land acquisition and purchase of conservation easements. The NPS and the trail's federal, state, non-profit, and private partners would work together to acquire land and conservation easements (see section 3.2.2 above). The NPS share of land protection costs is estimated at approximately 50 percent or \$375,000. Land protection cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when specific lands are considered for acquisition.

3.3 Alternative 2 – Exploratory Voyages of Captain John Smith

3.3.1 Overall Concept

In Alternative 2 trail management would emphasize interpreting and protecting the most historically significant places directly associated with John Smith's voyages. Visitors would travel the trail on the land and on the water stopping at the places where John Smith stopped and learning about the experiences he had as he explored the Bay. Interpretive experiences would be focused at voyage stops, connected by NPS-designated water trails, auto and bus routes, and organized water tours. As visitors follow the trail, they would stop at visitor contact stations, national wildlife refuges, and other CBGN partner sites where they would find a broad array of interpretive materials and would have opportunities to participate in interpretive and educational programs or witness living history exhibits and reenactments of voyage events. Interpretive materials and programs would tell the stories of the voyages, Smith's relations with American Indians, and the natural resources he encountered.

Visitors would orient themselves to the trail by visiting the trail website or by studying the trail brochures. Once on the trail they would obtain more information about the trail by stopping at one or more of the trail's five visitor contact stations located at existing CBGN partner facilities in the vicinity of significant voyage stops.

Visitors would access the trail from an expanded network of public access sites within federal, state, and local parks and national wildlife refuges, as well as on private conservation lands. New access sites would be located at or in the vicinity of voyage stops, enabling visitor to experience as closely as possible the locations where John Smith stopped. Access would include a mix of pull-offs with views of the trail, trails to the water, day-use facilities near the water, and boat access sites. New boat access sites would primarily be "soft" put-in/take-outs for canoes and kayaks.

Visitors would travel the trail on the land by following an expanded network of hiking/biking trails, bike routes, and auto routes along portions of the trail. These would connect partner sites, voyage stops, and

access sites that provide opportunities to view the voyage route and voyage stops at overlooks and from public access sites on the water.

Over time water trails would develop offering recreational experiences along the entire length of the trail. Trail partners would manage the water trails, providing opportunities for visitors to travel the trail with the help of water trail guides and interpretive materials that focus on the voyages and the events that occurred at each voyage stop. Visitors would paddle, sail, or motor from stop to stop, learning about the voyages at each stop. Along most of the trail, access points would be widely spaced and few if any visitor facilities and services would be available, except in the vicinity of settled areas. Very few overnight camping facilities would be available, greatly limiting opportunities for multi-day boating trips in remote areas of the Bay and its tributaries.

Resource identification would emphasize voyage stops and 17th century American Indian archeological sites; secondary emphasis would be on evocative landscapes, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites. Trail managers would continue to gain some additional understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories. Additional studies would identify and document the significance and stories associated with voyage stops, particularly those that occur within landscapes that are evocative of the 17th century when John Smith explored the area. Further investigations would focus on evaluating additional significant voyage stops that might qualify for designation as high potential historic sites.

Land protection would focus on all voyage stops, particularly those that qualify as high potential historic sites. Partners would assume primary responsibility for protection and the NPS would provide technical assistance with education of landowners regarding stewardship, planning, partner acquisition, and identification of potential funding sources. There would be some potential for federal land acquisition, although acquisition could occur if there is a willing seller and a site is threatened with destruction or irreparable damage.

The NPS Chesapeake Bay Office would have overall responsibility for trail planning, management, and development, which would occur in coordination with the Chesapeake Bay Gateways and Watertrails Network (CBGN) program. Trail development would occur in accordance with the CMP. Segment management plans for the trail's ten management segments would tier off the CMP, providing more detailed analysis and management guidelines for trail management segments. Segment management plans would provide the basis for prioritizing investment in trail development projects, including land acquisitions.

The trail would continue to develop as partnerships are forged or enhanced with traditional and non-traditional partners who would collaborate to generally emphasize programs, media, and trail facilities to

tell the stories of the John Smith voyages. Trail segment management plans would provide a common agenda to guide the collective group of partners.

Federal and state agencies would support trail activities. Trail management would be integrated with management of other NPS units and national trails where they are in close proximity to the trail or overlap with the trail. NPS and the U.S. FWS would collaborate to implement opportunities for trail visitors at national wildlife refuges that occur in the vicinity of voyage stops.

The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. A friends group would support the work of the trail partners by assisting with resource protection, organizational capacity building, and development (fundraising). In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a “group of friends” is essential.

ALTERNATIVE 2 – Exploratory Voyages of Captain John Smith

Illustrative Concept for the Middle Rappahannock River (see figure 3.2)

In Alternative 2 the trail experience on the middle stretch of the Rappahannock River – from the falls in the city of Fredericksburg to the town of Tappahannock – would emphasize significant voyage stops.

Management actions would focus on: 1) the two locations where John Smith had encounters with the Indians – with the Rappahannocks at Fones Cliffs and with the Mannahoacs just downstream of present day Fredericksburg, 2) two locations where John Smith was welcomed by the Indians – Pissaseck and Cuttatowoman, and 3) Featherstone Bay, where the only death along the voyages occurred.

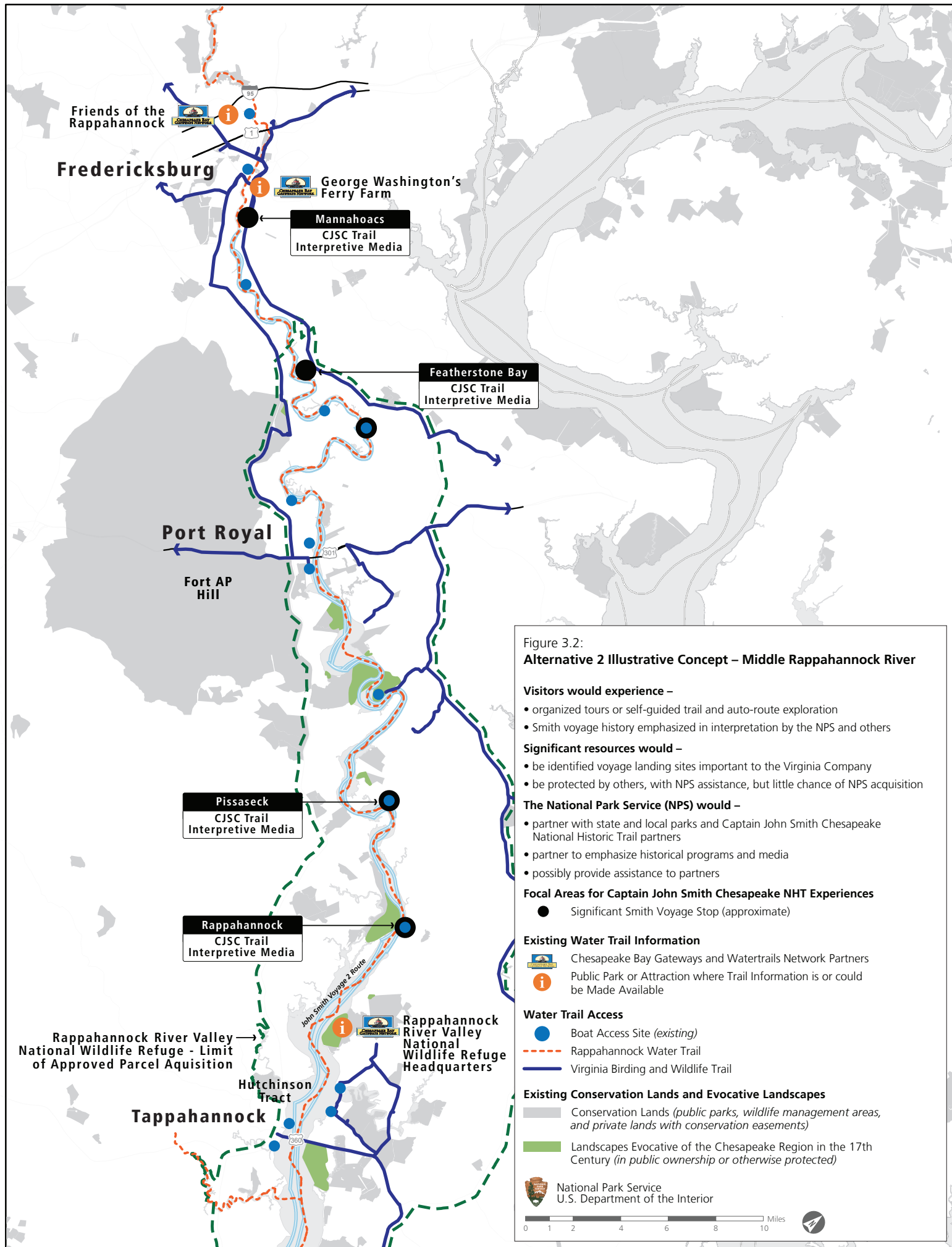
As funding allows, investments would be made in these five focal areas to: 1) develop the trail to enhance existing access to the trail, 2) to provide interpretive media by the NPS and its partners, and 3) to protect significant voyage landing sites, as well as the settings in which they occur.

3.3.2 Resource Protection – Alternative 2

Trail managers would continue to develop a better understanding of trail-related resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories.

■ Identification of Trail-Related Resources

In Alternative 2, the NPS and its partners would continue to collaborate to identify and develop a better understanding of where trail-related resources are present along the trail, relevant management issues, and the opportunities for visitor experiences they offer. Resource identification would emphasize voyage stops and 17th century American Indian archeological sites; secondary emphasis would be on evocative



landscapes, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites.

■ **Protection of Trail-Related Resources**

In Alternative 2 the protection emphasis would be on management actions that protect voyage stops (particularly those that are designated as high potential historic sites). Technical assistance would be provided to owners of voyage stops, including assistance with nominating resources to the National Register of Historic Places or preparing determinations of eligibility for the National Register. NPS would also take actions to enforce Section 106 of the National Historic Preservation Act to protect all trail-related resources from potential adverse impacts of development actions. NPS would also work with local governments to promote awareness of trail-related resources so they can be protected.

In Alternative 2 the NPS and its partners would develop a land protection strategy for each trail segment as part of the management segment planning process. The strategy would identify lands of conservation interest and would include specific techniques to be used to protect them (see appendix K). Priority would be placed on protecting voyage stops, evocative landscapes within which voyage stops occurred, and sites that provide public access to voyage stops. Protection of significant voyage stops would be accomplished by the NPS providing technical assistance to partners with education of landowners regarding stewardship, planning, partner acquisition, and identification of potential funding sources. There would be some potential for federal land acquisition. Where acquisition occurs it would only be where there is a willing seller, a site is threatened with destruction or irreparable damage, and/or a site is important to the implementation of the trail CMP.

■ **High Potential Route Segments and High Potential Historic Sites**

In the future NPS funding for projects and technical assistance would place higher priority on actions that protect 1) trail-related resources within high potential route segments or that enhance trail experiences within high potential route segments, and 2) sites that are high potential historic sites. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments beyond those initially designated. In Alternative 2 investigations would focus on identifying additional high potential historic sites, including significant voyage stops and other high potential historic sites in the vicinity of significant voyage stops.

3.3.3 Visitor Experience – Alternative 2

■ **Visitor Experience Focus**

In Alternative 2 the visitor experience would be at the places where John Smith stopped and mapped, as well as at many existing partner sites. It would focus on learning about the voyages. Trail users would travel by personal watercraft, organized water-based tours, and auto and bus routes along NPS-designated

water trails and auto routes. The trail’s interpretive plan (NPS 2009a) would continue to provide the framework for public appreciation of trail resources and for a wide range of partnership activities to facilitate public use and understanding of trail history. Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming in accordance with the conditions stipulated in the MOU and consistent with the objectives of the trail’s interpretive plan. The NPS would continue to provide grants and technical assistance, as funding allows, to partners for projects that generally enhance place-based interpretation and education about the Bay and its related resources, that interpret the trail’s resources and stories, and that promote and interpret conservation stewardship of Bay-related natural and cultural resources.

The trail management framework would guide the partners and the NPS in making decisions about what types of interpretive projects to propose and fund. The primary emphasis would be on offering visitors opportunities to learn about the history of the Captain John Smith voyages; the secondary emphasis would be on telling the stories of Smith’s relations with American Indians and the natural resources he encountered. Interpretive experiences would be focused at voyage stops that would be connected by NPS-designated water trails, auto and bus routes, and organized water tours.

■ **Interpretative Materials and Wayfinding**

Types of Interpretive Media and Programs. In Alternative 2 there would be a major increase in interpretive media and programming along the trail. Media and programs would be developed with NPS matching grants to partners. They would be located at voyage stops, visitor contact stations, and partner sites. Media and programs would emphasize events associated directly with John Smith’s voyages as described in his journals. Major emphasis would be placed on offering interpretive and educational programming and living history programs/reenactments. Other interpretive media would include podcasts, brochures, water trail guides, films and video clips, a passport, a geocache tour and an historical guide to the trail. The trail website (www.smithtrail.net) would continue to provide the public with information about the trail, how to visit the trail, and things to do. Trail brochures would continue to provide basic orientation to the trail. Periodic updates to the website and brochures would emphasize telling trail stories about the voyages at significant voyage stops.

Trail Marking and Identifier Signage. Trail marking would continue to occur at the sites of partners who have signed the trail MOU. The NPS would provide each partner with a trail marker insignia and a sign. The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail. The NPS and NOAA would continue to collaborate on trail marking provided through NOAA’s network of interpretive buoys (CBIBS).

Once a plan is prepared for a given trail segment, trail marking would be enhanced. Segment management plans would include a detailed trail marking plan to guide trail-marking activities of the partners. In Alternative 2 trail marking would emphasize voyage stops by placing markers at 1) pull-offs that provide visual access to the trail in the vicinity of voyage stops, 2) trailheads from which trails provide access to the trail at voyage stops, and 3) day-use facilities and boat launches at or in the vicinity of voyage stops.

Existing partner facilities along the trail would be encouraged to identify themselves as part of the trail. The NPS would continue to provide a trail identifier sign to each partner. In the future the NPS would also provide two panels for a standard 3-sided trail kiosk to be placed at partner facilities. Each partner would produce a third panel for the kiosk, specific to its site. Waysides would be installed at some partner sites and at access sites along the trail.

Interpretive Buoys. The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys. Periodic updates to interpretive messages would emphasize telling trail stories about the voyages at significant voyage stops and would provide information regarding the location of nearby stops.

■ **Visitor Facilities and Services**

Water-Based Recreation (Water Trails and Water-Based Tours). In Alternative 2 the NPS and its partners would continue to collaborate to develop water trails with the ultimate goal of having designated water trails that collectively provide a recreation experience along the entire length of the Captain John Smith Chesapeake NHT. For each water trail, there would be demonstrated capacity to provide recreational experiences on the water (see Section 2.4.2 above). Where there is an existing water trail, the NPS and its water trail partner would focus on including access to voyage stops where trail users would learn about the history of the Captain John Smith voyages. Emphasis would also be placed on enhancing interpretative media and programs, trail marking and signage, access to the water trail, and land connections to the water trail, as noted elsewhere for Alternative 2. Priority for developing new water trails where none currently exists would be along trail segments where there is a greater than average aggregation of trail-related resources within the corridor, particularly those trail segments where there are high concentrations of voyage stops and high potential historic sites

In Alternative 2 the NPS and its partners would collaborate to identify and implement opportunities for water-based tours that would take visitors to voyage stops, with an emphasis on those that are located within evocative landscapes.

Land-Based Recreation Facilities (Auto Tour Routes). In Alternative 2 trail managers would work with the states and other partners to develop additional auto tour routes that connect voyage stops along the trail.

Trail Access Facilities. In Alternative 2 there would be an emphasis on providing new trail access sites along the trail. The NPS would assist its partners with development of approximately 50 new public access sites. New access sites would seek to provide access to significant voyage stops. Within each trail segment these would include a mix of pull-offs, trails to the water, day-use facility near the water, and “frontcountry” soft put-in/take-out. In addition, in each trail segment a “backcountry” soft landing would be developed which would not have vehicular access.

Visitor Contact Facilities. The NPS and its partners would collaborate to provide approximately five visitor contact stations at sites along the trail. Preferred locations would be high-traffic areas, within a high potential route segment and/or in the vicinity of a high potential historic site. Contact stations could be either inside a partner-staffed facility or designed as a self-service facility located outside a partner’s visitor center or main office.

Camping Facilities. Opportunities for multi-day trips along water segments of the trail would continue to be very limited. Few opportunities for camping would continue to be available along the trail. These would primarily be located at a small number of partner sites that have small primitive camping facilities and at state parks along the trail. No new camping facilities would be developed.

Trail Access via Alternative Transportation Modes. In Alternative 2 the alternative transportation system (ATS) enhancements would focus on making alternative modes of transportation – such as bus service, outfitters transit services, and bike routes – available to significant voyage stops and high potential historic sites, as well as to public access points along high potential route segments.

Connecting and Side Trails The National Trails System Act provides for designation of connecting or side trails that provide additional benefits to a national historic trail and that connect the trail to other resources and visitor experience. Section 2.7.2 above summarizes criteria and a process for designating connecting and side trails developed for the Captain John Smith Chesapeake NHT. In Alternative 2 the NPS would not pursue designation of any connecting and side trails.

3.3.4 Partnerships – Alternative 2

In Alternative 2 partnerships with traditional and non-traditional partners would continue to develop and operate in support of the trail. Partnerships would generally emphasize programs and media to tell the stories of the John Smith voyages. Table 3.3 summarizes some of the partnership actions that would occur in Alternative 2. These actions would be in addition to the general types of partnership actions described in section 2.6 above in the description of the trail management framework.

CMP management actions would initially provide a common agenda to guide the collective group. Once trail segment management plans are complete, the partnership agenda would be explicitly described on a

Table 3.3 Alternative 2 – General Types of Partnerships *(in addition to those described in the trail management framework in section 2.5 above)*

Partner Category	Partner Action
Federal Agencies <i>(also see section 2.6.2 above)</i>	<ul style="list-style-type: none"> ■ The NPS and the U.S. Fish and Wildlife Service would enter into an MOU regarding the trail. Collaborative trail management actions would emphasize implementing opportunities for visitors at national wildlife refuges that 1) occur in the vicinity of voyage stops, and 2) provide opportunities for environmental education and recreation. ■ 1) emphasize implementing opportunities for visitors at national wildlife refuges that occur in the vicinity of voyage stops, and 2) generally collaborate in developing trail access sites, auto routes, and tours. ■ The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys. Periodic updates to interpretive messages would emphasize telling trail stories about the voyages at significant voyage stops and would provide information regarding the location of nearby stops. ■ Partnering would occur with the Star-Spangled Banner NHT and the Washington Rochambeau NHT for cost containment and development of joint facilities and visitor programming. ■ NPS would provide technical assistance to federal agencies for the protection and preservation of significant trail resources.
State Natural Resource Management Agencies <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ NPS would enter into MOUs with the states regarding the trail. ■ Trail access sites, auto routes, and tours would be developed by partnering with state parks. ■ NPS would provide technical assistance to federal agencies for the protection and preservation of significant trail resources. ■ State parks would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Tourism Offices <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus.
Local Governments <i>(also see section 2.6.4 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus.
CBGN Trail Partners <i>(also see section 2.6.5 above and appendix J below)</i>	<ul style="list-style-type: none"> ■ Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming, visitor facilities and services, resource protection, trail marking, and other functions, as stipulated in the MOU. ■ Trail access sites, auto routes, and tours would be developed by partnering with CBGB partners. ■ Trail partners could receive technical assistance and matching grants to create public access and interpretation for the water trail and auto routes, as well as significant voyage stops. ■ Trail partners would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Water Trail Partners <i>(also see section 2.6.6 above and appendix R below)</i>	<ul style="list-style-type: none"> ■ The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail.
Trail Friends Group <i>(also see section 2.6.7 above)</i>	<ul style="list-style-type: none"> ■ A friends group would support the work of the trail partners by assisting with organizational capacity building, development (fundraising), working with NPS on developing a resource protection and preservation agenda, and facilitating implementation of the agenda with partners.
Organizations <i>(also see section 2.6.8 above)</i>	<ul style="list-style-type: none"> ■ The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. ■ NPS would provide technical assistance for the protection and preservation of significant trail resources.
Businesses	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with private sector outfitters and tourism service providers.
Private Property Owners	<ul style="list-style-type: none"> ■ NPS would provide technical assistance for the protection and preservation of significant trail resources.

site-specific basis. The NPS would continue to encourage groups of partners within trail segments to work together. Grants from the NPS would require projects to be consistent with the CMP and the appropriate trail segment management plan. Grants would favor public access, historical interpretive programming, and water trail planning, development, and management consistent with the CMP and the segment plans.

3.3.5 Costs – Alternative 2

Estimates of annual operating costs and one-time costs associated with Alternative 2 have been prepared using NPS and industry cost estimating guidelines (see table 3.7 in section 3.7 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by the trail's partners and volunteers.

■ Operating Costs

In Alternative 2 the NPS would expand trail staff in its Chesapeake Bay Program Office (CHBA) to provide additional capacity needed for trail planning, development, and management. CHBA would continue to jointly manage the Chesapeake Bay Gateways and Watertrails Network, the Captain John Smith Chesapeake NHT, and the Star-Spangled Banner NHT. Approximately 11.6 FTEs would be assigned to the Captain John Smith Chesapeake NHT.

NPS annual operating costs associated with Alternative 2 are estimated to be \$1,725,000 (2010 dollars). This includes the anticipated cost for staff salaries and benefits, utilities, supplies, leasing, and other materials needed for trail planning, development, and management. Funding for annual operating costs would be provided by the base operating budget of the NPS. NHT administration would seek increases in base funding to support additional staff needs and expanded operations. It is anticipated that the Chesapeake Conservancy would volunteer help in support of park operations.

■ One-Time Costs (exclusive of land protection)

Total one-time costs associated with Alternative 2 over the 20-year life of the plan are estimated to be \$11,336,000 (2010 dollars), including one-time facilities costs and non-facilities costs. Facilities costs are those required for development of public access to the trail, visitor contact stations, and recreation facilities along the trail. Non-facilities costs are those required for special studies, signage, interpretive media and programs, and trail segment management plans. The NPS share of these one-time costs is estimated at approximately 68 percent or \$7,683,000. Total one-time partner costs are estimated at approximately 32 percent or \$3,653,000. Trail access will also serve all national trails and other water trails.

■ Land Protection Costs

Land protection costs associated with Alternative 2 are estimated to be \$10,100,000, including costs for fee simple land acquisition and purchase of conservation easements. The NPS and the trail's federal, state, non-profit, and private partners would work together to acquire land and conservation easements (see section 3.3.2 above). The federal share of land protection costs is estimated at approximately 50 percent or \$5,050,000. Land protection cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when specific lands are considered for acquisition.

3.4 Alternative 3 – Chesapeake Region in the 17th Century (Preferred Alternative)

3.4.1 Overall Concept

In Alternative 3 trail management would emphasize interpreting and protecting the world of the Chesapeake that Smith encountered during his voyages – its natural abundance and its complex American Indian culture. Visitors would travel the trail on the land and on the water enjoying a variety of enhanced recreation experiences while exploring places reminiscent of the Bay in the 17th century and stopping at the places where John Smith stopped. Immersed in an evocative landscape along much of the water trail, visitors would enjoy multi-day experiences on the Bay and its tributaries. They would also hike or bike between voyage stops, fish, and picnic near the water, while learning about the experiences Smith had as he explored the Bay, the natural world he discovered, and the American Indian cultures he encountered.

Interpretive experiences would be focused at voyage stops, evocative landscapes, significant archeological sites, and landscape features and cultural sites of significance to modern American Indian tribes. NPS-designated water trails, auto and bus routes, and organized water tours would connect sites. As visitors follow the trail, they would stop at visitor contact stations, interpretive and education centers, national wildlife refuges, and other CBGN partner sites where they would find a broad array of interpretive materials, could participate in interpretive and educational programs, or witness living history exhibits and reenactments of voyage events. They could also participate in environmental stewardship programs and safety/skills programs.

Visitors would orient themselves to the trail by visiting the trail website or by studying the trail brochures. Once on the trail they would obtain more information about the trail by stopping at one of the trail's two visitor interpretation and education centers or by stopping at one of the trail's five visitor contact stations. These facilities would all be located at existing CBGN partner facilities; the centers would be developed to provide multiple interpretive, education, and orientation functions for the Star-Spangled Banner NHT, the Washington Rochambeau Revolutionary Route NHT, and the CBGN.

Visitors would access the trail from a greatly expanded network of public access sites within federal, state, and local parks and national wildlife refuges, as well as on private conservation lands. Many new access sites would be located at or in the vicinity of voyage stops and evocative landscapes, enabling visitors to experience as closely as possible the locations where John Smith stopped and world of the Chesapeake he explored. Accesses would include a mix of pull-offs with views of the trail, trails to the water, day-use facilities near the water, and boat access sites. Boat access sites would also be developed where additional access is needed to meet boating demand along the trail. These would be “soft” put-in/take-outs for canoes and kayaks. Where these sites do not adjoin evocative landscapes, they would also offer other recreation opportunities, such as day-use facilities for picnicking, fishing, hiking, and, at some sites, primitive camping.

Visitors would travel the trail on the land by following an expanded network of hiking/biking trails, bike routes, and auto routes along portions of the trail. These would connect partner sites, voyage stops, access/recreation sites, high potential historic sites, recreation sites, visitor interpretation and education centers, and visitor contact stations.

Over time water trails would develop offering recreational experiences along the entire length of the trail. Trail partners would manage the water trails, providing opportunities for visitors to travel the trail with the help of water trail guides and interpretive materials that focus on the voyages and the events that occurred at each voyage stop, the natural history of the region, and the history of American Indian communities. Visitors would paddle, sail, or motor from stop to stop, immersed in evocative landscapes along much of the trail. Addition of access points would reduce distances between put-ins/take-outs, providing more opportunities for shorter one-way day trips within the physical capabilities of average paddlers. Visitors would also be able to have multi-day experiences on the water, made possible by the addition of primitive camping facilities at new access sites as well as in the “backcountry” – where they would be accessible only by water.

Resource identification would emphasize evocative landscapes; secondary emphasis would be on voyage stops, 17th century American Indian archeological sites, American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites. Trail managers would continue to gain some additional understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories. Additional studies would identify and document the voyage stops, evocative landscapes, cross sites, 17th century American Indian archeological sites, historic American Indian town sites, and landscape features and cultural sites of significance to modern American Indian tribes. Further investigations would evaluate and seek to designate high potential route segments and high potential historic sites along the length of the trail.

Land protection would focus on all voyage stops (particularly those that qualify as high potential historic sites), cross sites, evocative landscapes, and sites providing access to the trail for recreation. A cooperative resource preservation and land conservation agenda would be developed and implemented in partnership with federal, state, and local government agencies, NGOs, American Indian communities, and private property owners. Partners would assume primary responsibility for protection and the NPS would provide technical assistance with education of landowners regarding stewardship, planning, partner acquisition, and identification of potential funding sources. There would be potential for federal land acquisition, if there is a willing seller and the site is important to implementation of the trail.

The NPS Chesapeake Bay Office would have overall responsibility for trail planning, management, and development, which would occur in coordination with the Chesapeake Bay Gateways and Watertrails Network (CBGN) program. Trail development would occur in accordance with the CMP. Segment management plans for the trail's ten management segments would tier off the CMP, providing more detailed analysis and management guidelines for trail management segments. Segment management plans would provide the basis for prioritizing investment in trail development projects, including land acquisitions.

The trail would continue to develop as partnerships are forged or enhanced with traditional and non-traditional partners who would collaborate to generally emphasize programs, media, and trail facilities to tell the stories of the John Smith voyages. Trail segment management plans would provide a common agenda to guide the collective group of partners.

Federal and state agencies would support trail activities. Trail management would be integrated with management of other NPS units and national trails where they are in close proximity to the trail or overlap with the trail. NPS and the U.S. FWS would collaborate to implement opportunities for trail visitors at national wildlife refuges that occur in the vicinity of voyage stops.

The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. A friends group would support the work of the trail partners by assisting with organizational capacity building, development (fundraising), working with the NPS on developing a resource protection and preservation agenda, and facilitating implementation of the agenda with partners. In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a "group of friends" is essential.

ALTERNATIVE 3 – Chesapeake Region in the 17th Century (Preferred Alternative)

Illustrative Concept for the Middle Rappahannock River (figure 3.3)

In Alternative 3 the trail experience on the middle stretch of the Rappahannock River – from the falls in the city of Fredericksburg to the town of Tappahannock – would emphasize areas with landscape settings evocative of the 17th century where there is access to the trail, as well as significant voyage stops.

Management actions would focus on: 1) Carter Wharf and Fones Cliff, 2) Wilmont Landing and the Bays, 3) Hick's Landing and Cleve Marsh, 4) Hopyard Farm and Skinkers Neck Marsh, and 5) 4 Winds and Corbins Neck Marsh. The trail visitor experience would also focus on three additional significant voyage stops that occur in areas within less evocative settings, including Pissaseck, Featherstone Bay, and the Mannahoacs Attack site.

As funding allows, investments would be made in these eight focal areas to: 1) enhance existing access to the trail, 2) provide interpretive media by the NPS and its partners, 3) protect significant voyage stops, well as the settings in which they occur, and 4) protect landscapes that are evocative of the 17th century. Because Alternative 3 also emphasizes a trail experience reminiscent of the 17th century, as funding allows protection actions would also extend beyond the limits of these eight focal areas to include evocative landscapes that are not currently protected through public ownership or by private conservation easements.

Other Illustrative Concept for the Middle Rappahannock River (figures 3.4, 3.5 and 3.6)

Additional illustrative concepts for Alternative 3 – the Preferred Alternative – are presented for sites along the Anacostia River, the Lower Susquehanna River, and Cape Charles in figures 3.4, 3.5, and 3.6, respectively.

3.4.2 Resource Protection – Alternative 3 (Preferred Alternative)

Trail managers would continue to develop a better understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories.

■ Identification of Trail-Related Resources.

In Alternative 3, the NPS and its partners would continue to collaborate to identify and develop a better understanding of where trail-related resources are present along the trail, relevant management issues, and the opportunities for visitor experiences they offer. Resource identification would emphasize evocative landscapes; secondary emphasis would be on voyage stops, 17th century American Indian archeological sites, American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites.

■ Protection of Trail-Related Resources

In Alternative 3 the protection emphasis would be on actions that protect all trail-related resources, but particularly those that are along high potential route segments and that are designated as high potential historic sites. Technical assistance would be provided to owners of trail-related resources, including assistance with nominating resources to the National Register of Historic Places or preparing determinations of eligibility for the National Register. NPS would also take actions to enforce Section 106 of the National Historic Preservation Act to protect trail-related resources from potential adverse impacts of development actions. NPS would also work with local governments to promote awareness of trail-related

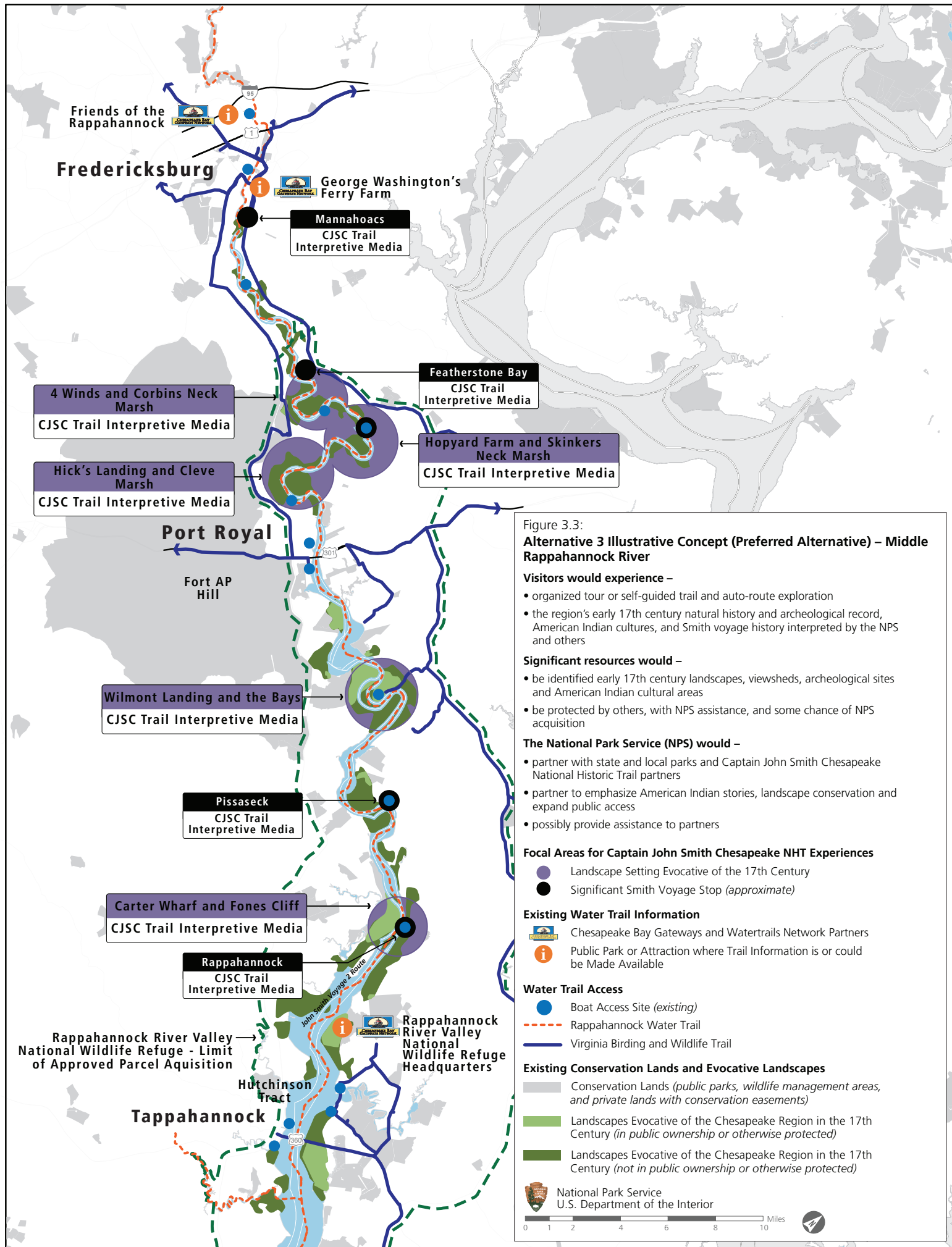


Figure 3.5:

Alternative 3 Illustrative Concept (Preferred Alternative) – Lower Susquehanna

Visitors would experience –

- organized tour or self-guided trail and auto-route exploration
- the region's early 17th century natural history and archeological record, American Indian cultures, and Smith voyage history interpreted by the NPS and others

Significant resources would –

- be identified early 17th century landscapes, viewsheds, archeological sites and American Indian cultural areas
- be protected by others, with NPS assistance, and some chance of NPS acquisition

The National Park Service (NPS) would –

- partner with state and local parks and Captain John Smith Chesapeake National Historic Trail partners
- partner to emphasize American Indian stories, landscape conservation and expand public access
- possibly provide assistance to partners

Focal Areas for Captain John Smith Chesapeake NHT Experiences

- Landscape Setting Evocative of the 17th Century
- Significant Smith Voyage Stop (*approximate*)

Existing Water Trail Information

- Chesapeake Bay Gateways and Watertrails Network Partners
- Public Park or Attraction where Trail Information is or could be Made Available

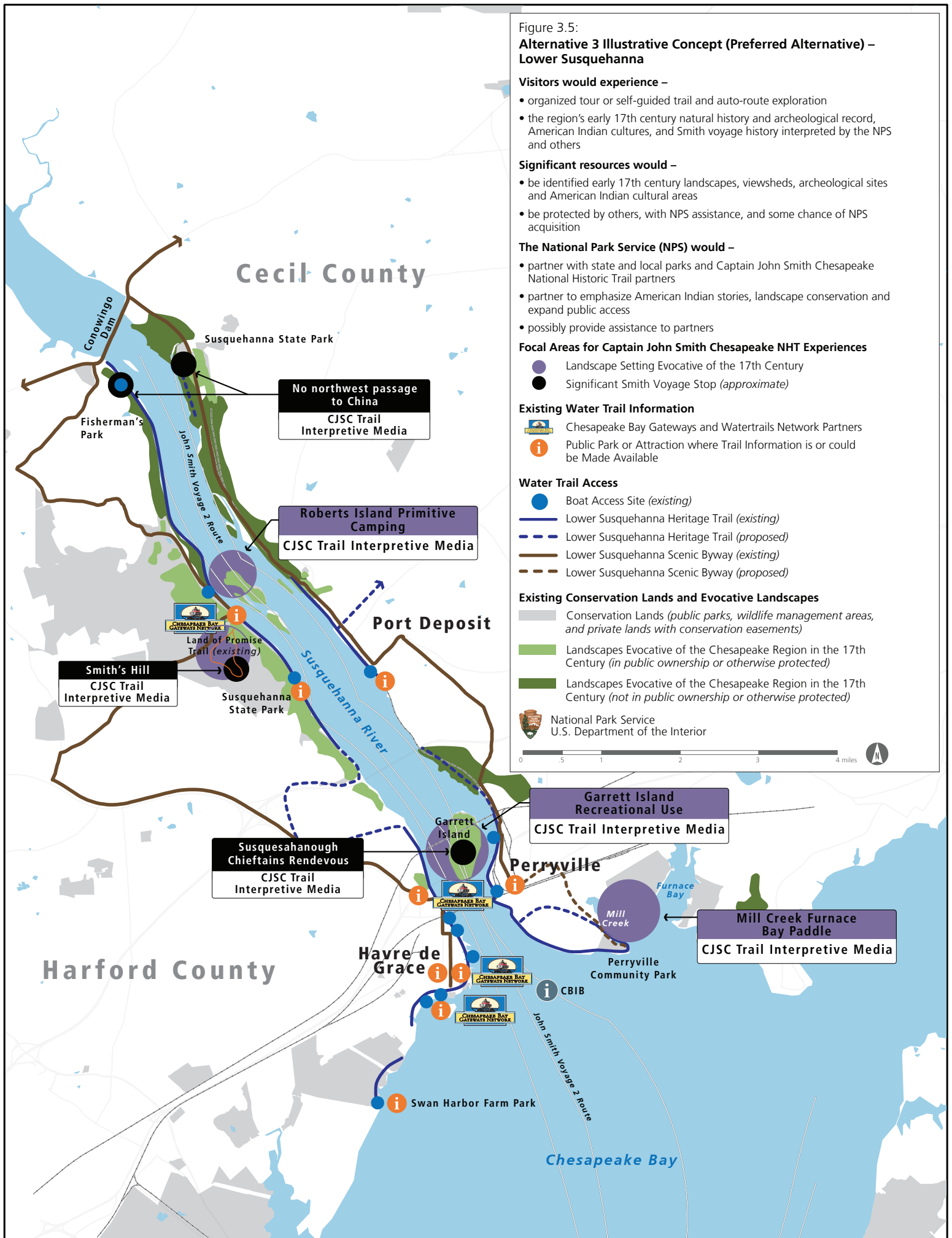
Water Trail Access

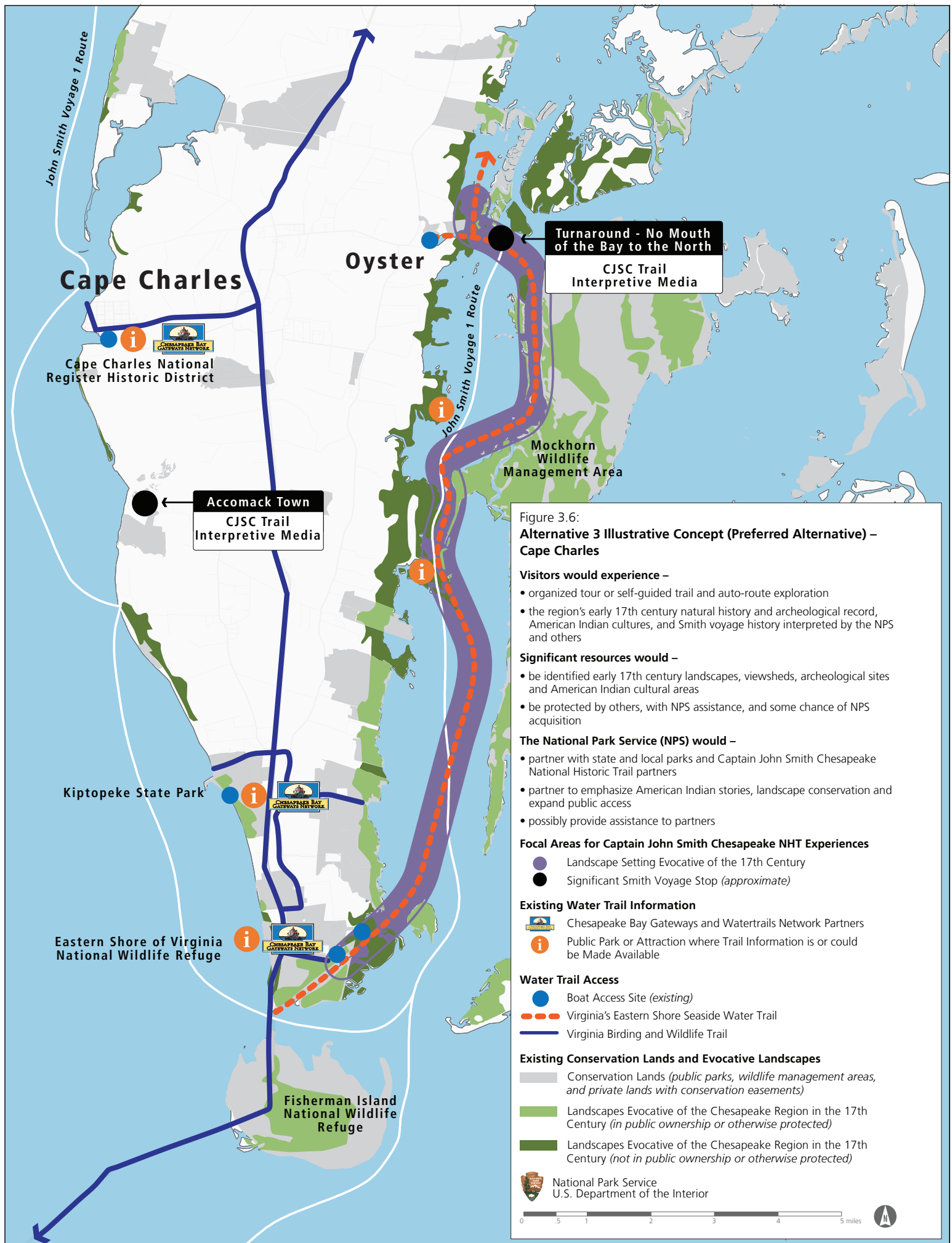
- Boat Access Site (*existing*)
- Lower Susquehanna Heritage Trail (*existing*)
- Lower Susquehanna Heritage Trail (*proposed*)
- Lower Susquehanna Scenic Byway (*existing*)
- Lower Susquehanna Scenic Byway (*proposed*)

Existing Conservation Lands and Evocative Landscapes

- Conservation Lands (*public parks, wildlife management areas, and private lands with conservation easements*)
- Landscapes Evocative of the Chesapeake Region in the 17th Century (*in public ownership or otherwise protected*)
- Landscapes Evocative of the Chesapeake Region in the 17th Century (*not in public ownership or otherwise protected*)

National Park Service
U.S. Department of the Interior





resources and to implement procedures and/or local ordinances that would protect trail-related resources from loss and impact during the land development process.

In Alternative 3 the NPS and its partners would develop a land protection strategy for the trail as a whole which would be further refined for each trail segment as part of the management segment planning process. The strategy would identify lands of conservation interest and would include specific techniques to be used to protect them (see appendix K). Priority would be placed on protecting evocative landscapes, voyage stops, and sites that provide public access to evocative landscapes and voyage stops, particularly those that are along high potential route segments and that are designated as high potential historic sites. Priority would also be placed on protecting sites that provide access to the trail for recreation, including: 1) pull-offs that provide visual access to the trail, 2) trailheads from which trails provide access to the trail, 3) day-use facilities, 4) boat launches, and 5) primitive campsites. In consultation with American Indian tribes, the NPS would also explore protection options for 17th century American Indian archeological sites, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian Tribes, and indigenous cultural landscapes. Protection of significant sites would be accomplished by the NPS providing technical assistance to partners with education of landowners regarding stewardship, planning, partner acquisition, and identification of funding sources. There would be potential for federal land acquisition. Where acquisition occurs it would only be where there is a willing seller and a site is important to the implementation of the trail CMP.

■ **High Potential Route Segments and High Potential Historic Sites**

In the future NPS funding for projects and technical assistance would place higher priority on actions that protect 1) trail-related resources within high potential route segments or that enhance trail experiences within high potential route segments, and 2) sites that are high potential historic sites. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments beyond those initially designated. In Alternative 3 investigations would focus on identifying evocative landscapes along the trail that would support further designation of high potential route segments and high potential historic sites.

3.4.3 Visitor Experience – Alternative 3 (Preferred Alternative)

■ **Visitor Experience Focus**

In Alternative 3 the visitor experience would be at evocative landscapes along the length of the trail, including the places where Smith stopped; it would focus on learning about the natural world of the Chesapeake and the American Indian cultures that John Smith encountered as he explored the Bay. Trail users would visit evocative landscapes along the trail and the places where Smith stopped, traveling by personal watercraft, organized water-based tours, and auto and bus routes along NPS-designated water trails, auto routes, and connector trails. The trail's interpretive plan (NPS 2009a) would continue to provide

the framework for public appreciation of trail resources and for a wide range of partnership activities to facilitate public use and understanding of trail history. Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming in accordance with the conditions stipulated in the MOU and consistent with the objectives of the trail's interpretive plan. The NPS would continue to provide grants and technical assistance, as funding allows, to partners for projects that generally enhance place-based interpretation and education about the Bay and its related resources, that interpret the trail's resources and stories, and that promote and interpret conservation stewardship of Bay-related natural and cultural resources.

The trail management framework would guide the partners and the NPS in making decisions about what types of interpretive projects to propose and fund. This would emphasize offering visitors opportunities to learn about the natural history of the region, the history of American Indian communities, and the Captain John Smith voyages. Interpretive experiences would be focused in the vicinity of voyage stops, evocative landscapes, significant archeological sites, and landscape features and cultural sites of significance to modern American Indian tribes that would be connected by NPS-designated water trails, auto and bus routes, organized water tours, and connecting and side trails

■ **Interpretive Materials and Wayfinding**

Interpretive Media and Programs. In Alternative 3 there would be a major increase in interpretive media and programming along the trail. Media and programs would be developed primarily with NPS funding or in part through matching grants to partners. They would be located at voyage stops, recreation sites, visitor interpretation and education centers, visitor contact stations, and partner sites. Media and programs would emphasize the American Indian communities and natural environment of the Chesapeake region in the 17th century, and the history of Captain John Smith's voyages. Emphasis would be placed on providing waysides at partner sites and at access sites along the trail, as well as on offering environmental/safety skills development programs, interpretive and educational programs, and some living history programs/reenactments. Other interpretive media would include brochures, water trail guides, films and video clips, a passport, a geocache tour, recreational use guides, and mobile web applications. The trail website (www.smithtrail.net) would continue to provide the public with information about the trail, how to visit the trail, and things to do. Trail brochures would continue to provide basic orientation to the trail. Periodic updates to the website and brochures would emphasize telling trail stories about American Indian communities and natural environment of the Chesapeake region in the 17th century, and the history of Captain John Smith's voyages. Updates would also provide information about opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay.

Trail Marking and Identifier Signage. Trail marking would continue to occur at the sites of partners who have signed the trail MOU. The NPS would provide each partner with a trail marker insignia and a sign. The NPS would support its partners who manage component water trails by providing grants and technical

assistance, as funding allows, with producing water trail maps and water trail markers for their water trail. The NPS and NOAA would continue to collaborate on trail marking provided through NOAA's network of interpretive buoys (CBIBS).

Once a plan is prepared for a given trail segment, trail marking would be enhanced. Segment management plans would include a detailed trail marking plan to guide trail-marking activities of the partners. In Alternative 3 trail marking would emphasize voyage stops, evocative landscapes, and recreation sites by placing markers at 1) pull-offs that provide visual access to the trail in the vicinity of voyage stops, evocative landscapes, and recreation sites 2) trailheads from which trails provide access to the trail at voyage stops and in the vicinity of evocative landscapes or recreation sites, and 3) day-use facilities, boat launches, and primitive campsites in the vicinity of voyage stops, evocative landscapes, and recreation sites. With the permission of American Indian tribes, trail markers would also be placed at historic American Indian town sites, and landscape features and cultural sites of significance to modern American Indian Tribes.

Existing partner facilities along the trail would be encouraged to identify these facilities as part of the trail. The NPS would continue to provide a trail identifier sign to each partner. In the future the NPS would also provide two panels for a standard 3-sided trail kiosk to be placed at partner facilities. Each partner would produce a third panel for the kiosk, specific to its site. In Alternative 3 trail identification signs and standard kiosks would also be placed at many recreational sites along the trail.

Interpretive Buoys. The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys and associated website. Updates would also provide information about opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay. They would also provide information regarding the location of nearby places of interest related to these stories as well as boating conditions, recreational facilities, and opportunities to participate in stewardship programs.

■ **Visitor Facilities and Services**

Water-Based Recreation Facilities (Water Trails and Water-Based Tours). In Alternative 3 the NPS and its partners would continue to collaborate to develop water trails with the ultimate goal of having designated water trails that collectively provide a recreation experience along the entire length of the Captain John Smith Chesapeake NHT. For each water trail, there would be demonstrated capacity to provide recreational experiences on the water (see Section 2.4.2 above). Where there is an existing water trail, the NPS and its water trail partner would focus on including access to voyage stops where trail users would learn about the natural history of the region, the history of American Indian communities, and the Captain John Smith voyages. Emphasis would also be placed on enhancing interpretative media and programs, trail marking and signage, access to the water trail, land connections to the water trail, and camping facilities as noted elsewhere for Alternative 3. Priority for developing new water trails where none currently exists would be

along trail segments where there is a greater than average aggregation of trail-related resources within the corridor, particularly those trail segments where there are high concentrations of 1) significant voyage stops, 2) sites where stories of 17th century American Indians can be told, 3) sites along the trail that are highly evocative of the 17th century, and 4) sites that offer recreation opportunities within the vicinity of highly evocative landscapes.

In Alternative 3 the NPS and its partners would collaborate to identify and implement opportunities for water-based tours that would enable visitors to experience the natural world of the Chesapeake Bay by taking them to areas of evocative landscapes reminiscent of the 17th century. Emphasis would be on water-based tours that take visitors to high potential historic sites and areas generally characterized by evocative landscapes.

Land-Based Recreation Facilities (Auto Tour Routes). In Alternative 3 trail management would emphasize providing land-based trails and auto tour routes that connect existing trail access sites, significant voyage stops, high potential historic sites, recreation sites, visitor interpretation and education centers, visitor contact stations, and partner sites, as well as those that provide experiences within high potential route segments.

Trail Access Facilities and Recreation Sites. In Alternative 3 there would be a major emphasis on providing new trail access sites along the trail. The NPS would assist its partners with development of approximately 100 new public access sites. New sites would be located at significant voyage stops, sites that provide good potential for access, and areas where additional public access is needed. Within each trail segment these would include a mix of pull-offs, trails to the water, day-use facilities near the water, and “frontcountry” soft put-ins/take-outs. Where these sites do not adjoin evocative landscapes, they would also offer other recreation opportunities, such as day-use facilities for picnicking, fishing, hiking, and, at some sites, primitive camping. In addition, in each trail segment several “backcountry” soft landings would be developed which would not have vehicular access.

Interpretive and Education Centers. In Alternative 3 the NPS and its partners would develop up to two interpretive and education centers. These centers would be high visitation starting points where visitors would gain a first impression of the trail and from which they would begin a longer exploration of the trail and the world of the Bay experienced by John Smith. At these centers, interpretive media and programs would introduce the trail’s stories and orient visitors to the trail providing information on where to experience its places and stories. Visitors would find a range of interpretive programming, activities, and facilities focusing on the trail’s three interpretive themes, as well as maps of the entire Chesapeake Bay, on-line opportunities to explore other sites and plan trips, and physical and interpretive links to nearby sites. In addition, centers might provide web and television interpretive and educational programming and links as tools for reaching off-site audiences.

The two centers would be developed through partnerships with other organizations or existing institutions and would likely be developed as an expansion to an existing partner building. Regardless, the NPS and its partners would seek to locate the centers, as follows:

- in opposite (north and south) portions of the Chesapeake Bay
- where a combination of geography, transportation systems, and services concentrate large numbers of people
- within a high potential route segment
- in close proximity to a high potential historic site
- on the water, with public access to the water and an established watertrail
- with potential for including other visitor services and amenities, such as docking for a tour boat and/or outfitter facilities

The NPS and its partners would develop the centers to provide multiple interpretive, education, and orientation functions for the John Smith Chesapeake NHT, as well as the Star-Spangled Banner NHT, the Washington-Rochambeau Revolutionary Route NHT, and the Chesapeake Bay Gateways and Watertrails Network.

Visitor Contact Facilities. The NPS and its partners would collaborate to provide approximately five visitor contact stations at sites along the trail. Preferred locations would be high-traffic areas, within a high potential route segment and/or in the vicinity of a high potential historic site. Contact stations could be either inside a partner-staffed facility or designed as a self-service facility located outside a partner’s visitor center or main office.

Camping Facilities. Opportunities for multi-day trips along water segments of the trail would be expanded. Within each trail segment, a small network of primitive campsites would enable visitors traveling by canoes or kayaks to have a multi-day experience on the trail. Primitive campsites would be developed in conjunction with “frontcountry” soft put-in/take-out facilities as well as at “backcountry” soft landings which do not have vehicular access. Frontcountry campsites would have tables, fire rings, and a vault toilet; backcountry campsites would have no facilities. Approximate site selection for camping facilities would occur as part of plan development for each trail segment.

Trail Access via Alternative Transportation Modes. In Alternative 3 the alternative transportation system (ATS) enhancements would focus on making alternative modes of transportation – such as bus service, outfitters transit services, and bike routes – available to significant voyage stops, high potential historic sites, and recreation sites, as well as to public access points along high potential route segments. It would also

focus on making available shuttle services for visitors traveling the trail by canoe and kayaks, making day trips or multi-day trips.

Connecting and Side Trails. The National Trails System Act provides for designation of connecting or side trails that provide additional benefits to a national historic trail and that connect the trail to other resources and visitor experience. Segment 2.7.2 above summarizes criteria and a process for designating connecting and side trails developed for the Captain John Smith Chesapeake NHT. In Alternative 3 the NPS would collaborate with its partners – utilizing the criteria and designation process – to actively pursue identification and designation of connecting and side trails. Initially this would consider evaluation of the six water trails evaluated by the Chesapeake Conservancy (Chesapeake Conservancy 2010) including water trails on the Anacostia River, Chester River, Choptank River, Susquehanna River, Upper James River, and Upper Nanticoke River.

3.4.4 Partnerships – Alternative 3 (Preferred Alternative)

In Alternative 3 partnerships with traditional and non-traditional partners would continue to develop and operate in support of the trail. Partnerships would generally emphasize expanding public access to the trail, expanding recreational opportunities, and providing interpretive programs and media to tell the stories about American Indians and landscape conservation. New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation. Table 3.4 summarizes some of the partnership actions that would occur in Alternative 3. These actions are in addition to the general types of partnership actions described in section 2.6 above in the description of the trail management framework.

CMP management actions would initially provide a common agenda to guide the collective group of partners. Once trail segment management plans are complete, the partnership agenda would be explicitly described on a site-specific basis. The NPS would continue to encourage groups of partners within trail segments to work together. Grants from the NPS would require projects to be consistent with the CMP and the appropriate trail segment management plan. Grants would favor public access and water trail planning, development, and management consistent with the CMP and the segment plans.

3.4.5 Costs – Alternative 3 (Preferred Alternative)

Estimates of annual operating costs and one-time costs associated with Alternative 3 have been prepared using NPS and industry cost estimating guidelines (see table 3.7 in section 3.7 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by the trail's partners and volunteers.

Table 3.4 Alternative 3 – General Types of Partnership Actions *(in addition to those described in the trail management framework in section 2.5 above)*

Partner Category	Partner Action
Federal Agencies <i>(also see section 2.6.2 above)</i>	<ul style="list-style-type: none"> ■ The NPS and the U.S. Fish and Wildlife Service would enter into an MOU regarding the trail. Collaborative trail management actions would emphasize implementing opportunities for visitors at national wildlife refuges that 1) occur in the vicinity of voyage stops and evocative landscapes, and 2) provide opportunities for environmental education and recreation. ■ The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys. Periodic updates to interpretive messages would emphasize telling trail stories about American Indian communities and natural environment of the Chesapeake region in the 17th century, and the history of Captain John Smith's voyages. Updates would also provide information about opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay. ■ Partnering with the Star-Spangled Banner NHT and Washington-Rochambeau NHT would occur for cost containment and development of joint facilities and visitor programming. ■ Trail access sites, auto routes, and tours would be developed by partnering with historical societies. ■ A cooperative resource preservation and land conservation agenda would be developed and implemented.
State Natural Resource Management Agencies <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ NPS would enter into MOUs with the states regarding the trail. ■ Trail access sites, auto routes, and tours would be developed by partnering with state parks. ■ A cooperative resource preservation and land conservation agenda would be developed and implemented. ■ State parks would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Tourism Offices <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus.
Local Governments <i>(also see section 2.6.4 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus. ■ A cooperative resource preservation and land conservation agenda would be developed and implemented.
CBGN Trail Partners <i>(also see section 2.6.5 above and appendix J below)</i>	<ul style="list-style-type: none"> ■ Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming, visitor facilities and services, resource protection, trail marking, and other functions, as stipulated in the MOU. ■ Trail partners would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Water Trail Partners <i>(also see section 2.6.6 above and appendix R below)</i>	<ul style="list-style-type: none"> ■ The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail. ■ Trail access sites, auto routes, and tours would be developed by partnering with historical societies.
Trail Friends Group <i>(also see section 2.6.7 above)</i>	<ul style="list-style-type: none"> ■ A friends group would support the work of the trail partners by assisting with organizational capacity building, development (fundraising) by 1) working with NPS on developing a resource protection and preservation agenda, 2) facilitating implementation of the agenda with partners, 3) promoting and providing training for tourism providers and outfitters to maintain green practices, 4) developing volunteer environmental stewardship projects, and 5) promoting them to outfitters and tourism providers.
Organizations <i>(also see section 2.6.8 above)</i>	<ul style="list-style-type: none"> ■ The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. ■ Trail access sites, auto routes, and tours would be developed by partnering with historical societies. ■ A cooperative resource preservation and land conservation agenda would be developed and implemented. ■ New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.

Table 3.4 **Alternative 3 – General Types of Partnership Actions** (continued)
(in addition to those described in the trail management framework in section 2.5 above)

Partner Category	Partner Action
American Indian Tribes and Descendant Communities <i>(also see section 2.6.9 above)</i>	<ul style="list-style-type: none"> Trail access sites, auto routes, and tours would be developed by partnering with historical societies. A cooperative resource preservation and land conservation agenda would be developed and implemented.
Businesses	<ul style="list-style-type: none"> Trail access sites, auto routes, and tours would be developed by partnering with private sector outfitters and tourism service providers. New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.
Private Property Owners	<ul style="list-style-type: none"> New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.

■ **Operating Costs**

In Alternative 3 the NPS would expand trail staff in its Chesapeake Bay Program Office (CHBA) to provide additional capacity needed for trail planning, development, and management. CHBA would continue to jointly manage the Chesapeake Bay Gateways and Watertrails Network, the Captain John Smith Chesapeake NHT, and the Star-Spangled Banner NHT. Approximately 13.6 FTEs would be assigned to the Captain John Smith Chesapeake NHT. When compared to Alternatives 2 and 4, Alternative 3 would require additional staff for management of the two visitor interpretation and education facilities.

NPS annual operating costs associated with Alternative 3 are estimated to be \$1,884,000 (2010 dollars). This includes the anticipated cost for staff salaries and benefits, utilities, supplies, leasing, and other materials needed for trail planning, development, and management. Funding for annual operating costs would be provided by the base operating budget of the NPS. NHT administration would seek increases in base funding to support additional staff needs and expanded operations. It is anticipated that the Chesapeake Conservancy would volunteer help in support of park operations.

■ **One-Time Costs (exclusive of land protection)**

Total one-time costs associated with Alternative 3 over the 20-year life of the plan are estimated to be \$32,301,000 (2010 dollars), including one-time facilities costs and non-facilities costs. Facilities costs are those required for development of public access to the trail, visitor contact stations, visitor interpretation and education buildings, and recreation facilities along the trail. Non-facilities costs are those required for special studies, signage, interpretive media and programs, and trail segment management plans. The NPS share of these one-time costs is estimated at approximately 57 percent or \$18,382,000. Total one-time partner costs are estimated at approximately 43 percent or \$13,919,000. Trail access will also serve all national trails and other water trails.

■ Land Protection Costs

Land protection costs associated with Alternative 3 are estimated to be \$30,600,000, including costs for fee simple land acquisition and purchase of conservation easements. The NPS and the trail's federal, state, non-profit, and private partners would work together to acquire land and conservation easements (see section 3.4.2 above). The federal share of land protection costs is estimated at approximately 50 percent or \$15,300,000. Land protection cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when specific lands are considered for acquisition.

3.5 Alternative 4 – Recreation on the Historic Trail

3.5.1 Overall Concept

In Alternative 4 trail management would emphasize increasing public access and recreation along the trail, with limited resource protection and interpretation at access sites and at recreation sites. Visitors would travel the trail on the land and on the water enjoying a variety of enhanced recreation experiences and participating in volunteer environmental programs. Visitors would hike and bike between voyage stops, enjoying multi-day experiences on the water, and enjoying a variety of recreation experiences near the water while learning about the natural history of the region and the Captain John Smith voyages.

Interpretive experiences would be focused at voyage stops where recreation opportunities are also present. NPS-designated water trails, auto and bus routes, and organized water tours would connect sites. As visitors follow the trail, they would stop at visitor contact stations, national wildlife refuges, and other CBGN partner sites where they would find a broad array of interpretive materials and would have opportunities to participate in environmental stewardship programs and safety/skills programs.

Visitors would orient themselves to the trail by visiting the trail website or by studying the trail brochures. Once on the trail they would obtain more information about the trail by stopping at one or more of the trail's five visitor contact stations located at existing CBGN partner facilities in the vicinity of significant voyage stops.

Visitors would access the trail from a greatly expanded network of public access sites within federal, state, and local parks and national wildlife refuges, as well as on private conservation lands. Some new access sites would be located at or in the vicinity of voyage stops, enabling visitors to experience as closely as possible the locations where John Smith stopped. Accesses would include a mix of pull-offs with views of the trail, trails to the water, day-use facilities near the water, and boat access sites. Boat access sites would be developed where additional access is needed to meet boating demand along the trail. These would be "soft" put-in/take-outs for canoes and kayaks. Where these sites do not adjoin evocative landscapes, they would also offer other recreation opportunities, such as day-use facilities for picnicking, fishing, hiking, and,

at some sites, primitive camping. Some recreation sites would also include developed campground facilities.

Visitors would travel the trail on the land by following an expanded network of hiking/biking trails, bike routes, and auto routes along portions of the trail. These would connect partner sites, voyage stops, access/recreation sites, high potential historic sites, recreation sites, and visitor contact stations.

Over time water trails would develop, offering recreational experiences along the entire length of the trail. Trail partners would manage the water trails, providing opportunities for visitors to travel the trail with the help of water trail guides and interpretive materials that focus on the voyages and the events that occurred at each voyage stop. Visitors would paddle, sail, or motor from stop to stop, learning about the voyages at each stop. Addition of access points would reduce distances between put-ins/take-outs, providing more opportunities for shorter one-way day trips within the physical capabilities of average paddlers. Visitors would also be able to have multi-day experiences on the water, made possible by the addition of developed campgrounds and primitive camping facilities at new access sites as well as in the “backcountry” – where they would be accessible only by water.

Resource identification would emphasize evocative landscapes; secondary emphasis would be on voyage stops, 17th century American Indian archeological sites, American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites. Trail managers would continue to gain some additional understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories. Additional studies would identify and document the voyage stops, evocative landscapes, cross sites, 17th century American Indian archeological sites, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, and indigenous cultural landscapes. Further investigations would evaluate and seek to designate high potential route segments and high potential historic sites in the vicinity of significant voyage stops and recreation sites.

Land protection would focus on all voyage stops (particularly those that qualify as high potential historic sites), evocative landscapes within which voyage stops are located, evocative landscapes in the vicinity of recreation sites, and sites providing access to the trail for recreation. Partners would assume primary responsibility for protection and the NPS would provide technical assistance with education of landowners regarding stewardship, planning, partner acquisition, and identification of potential funding sources. There would be potential for federal land acquisition, if there is a willing seller and the site is important to implementation of the trail.

The NPS Chesapeake Bay Office would have overall responsibility for trail planning, management, and development, which would occur in coordination with the Chesapeake Bay Gateways and Watertrails

Network (CBGN) program. Trail development would occur in accordance with the CMP. Segment management plans for the trail's ten management segments would tier off the CMP, providing more detailed analysis and management guidelines for trail management segments. Segment management plans would provide the basis for prioritizing investment in trail development projects, including land acquisitions.

The trail would continue to develop as partnerships are forged or enhanced with traditional and non-traditional partners who would collaborate to generally emphasize programs, media, and trail facilities to tell the stories of the John Smith voyages. Trail segment management plans would provide a common agenda to guide the collective group of partners.

Federal and state agencies would support trail activities. Trail management would be integrated with management of other NPS units and national trails where they are in close proximity to the trail or overlap with the trail. NPS and the U.S. FWS would collaborate to implement opportunities for trail visitors at national wildlife refuges that occur in the vicinity of voyage stops.

The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. A friends group would support the work of the trail partners by assisting with resource protection, organizational capacity building, and development (fundraising). In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a "group of friends" is essential.

ALTERNATIVE 4 – Recreation on the Water Trail

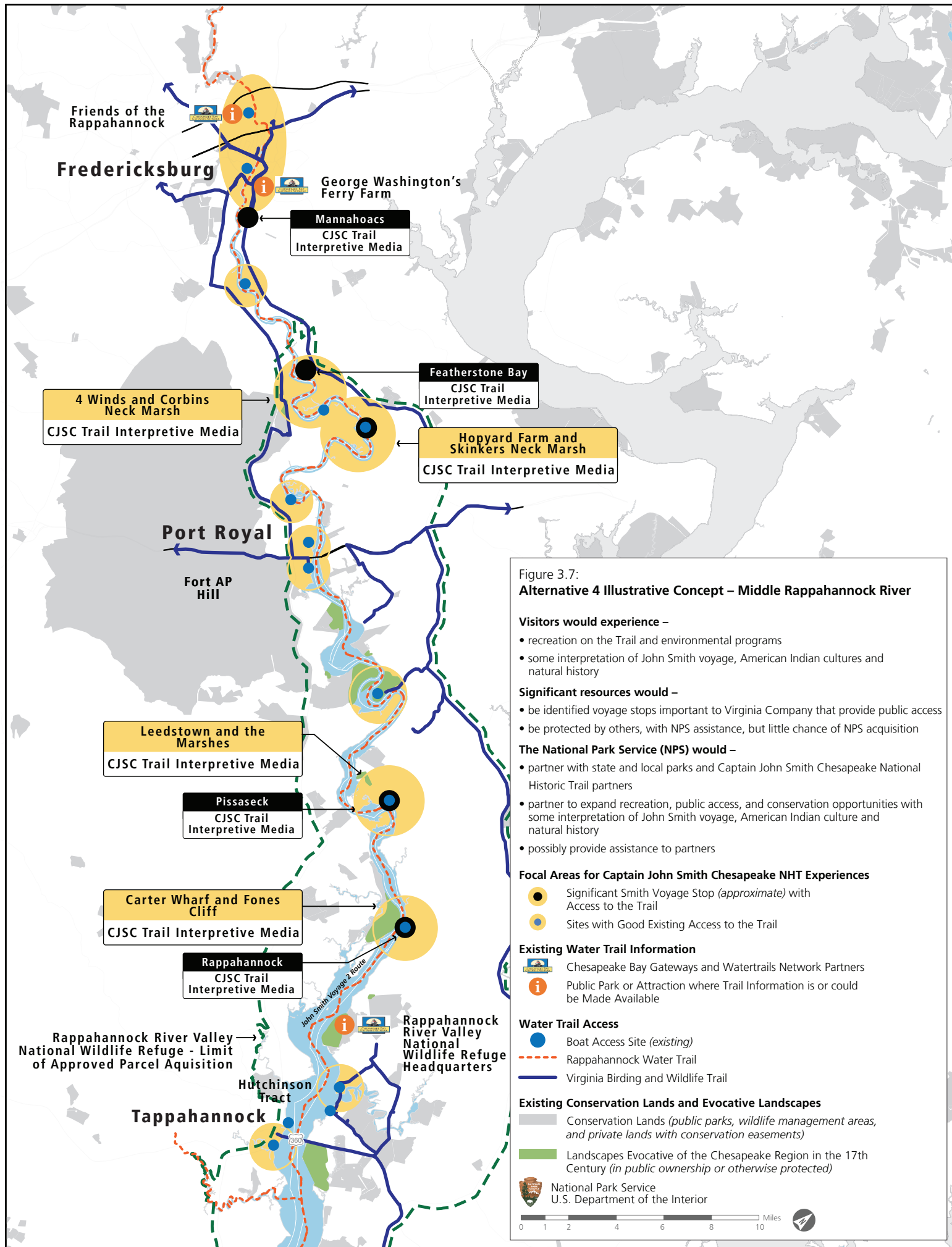
Illustrative Concept for the Middle Rappahannock River (figure 3.7)

In Alternative 4 the trail experience in the Middle Rappahannock would emphasize areas where there is access to the river in association with a significant voyage stop.

Management actions would focus on: 1) Carter Wharf and Fones Cliff, 2) Leedstown and the Marshes, 3) Hopyard Farm and Skinkers Neck Marsh, and 4) 4 Winds and Corbins Neck Marsh. In these areas, existing access facilities would be enhanced, as appropriate, including development of day-use facilities, walking trails, and perhaps limited primitive and/or developed camping facilities. In addition:

- management actions would focus on providing opportunities to experience the trail along the waterfront in the Fredericksburg area where there is tremendous opportunity for recreation in association with a John Smith experience due to the network of public parks along the river that provide access to the waterfront.
- enhancements would be made to trail access (but no new recreational uses or activities would be provided) at seven locations where boat access to the river now exists: Tappahannock, Naylor's Beach, Wilmont Landing, Port Royal Fishhouse, Port Royal Unit of the Rappahannock Valley NWR, Hick's Landing, and Little Falls.
- there would be one significant voyage landing stop that would be a focal area – the Mannahoacs Attack site – that would be a focal area where the voyage story would be told, but where there would not likely be further opportunities for recreation.

As funding allows, investments would be made in these 13 focal areas to: 1) to enhance existing access to the trail, 2) to provide interpretive media by the NPS and its partners, 3) to protect significant voyage landing sites, as well as the settings within which they occur, and 4) to provide recreational opportunities.



3.5.2 Resource Protection – Alternative 4

Trail managers would continue to develop a better understanding of these resources – where they occur along the trail, their significance to the trail, the actions needed to protect them, and the opportunity they offer for visitors to experience the trail and to tell its stories.

■ Identification of Trail Related Resources

In Alternative 4, the NPS and its partners would continue to collaborate to identify and develop a better understanding of where trail-related resources are present along the trail, relevant management issues, and the opportunities for visitor experiences they offer. Resource identification would emphasize evocative landscapes; secondary emphasis would be on voyage stops, 17th century American Indian archeological sites, American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites.

■ Protection of Trail-Related Resources

In Alternative 4 the protection emphasis would be on management actions that protect voyage stops. Technical assistance would be provided to owners of voyage stops, including assistance with nominating resources to the National Register of Historic Places or preparing determinations of eligibility for the National Register. NPS would also take actions to enforce Section 106 of the National Historic Preservation Act to protect trail-related resources from potential adverse impacts of development actions. NPS would also work with local governments to promote awareness of trail-related resources and to implement procedures and/or local ordinances that would protect trail-related resources from loss and impact during the land development process.

In Alternative 4 the NPS and its partners would develop a land protection strategy for each trail segment as part of the management segment planning process. The strategy would identify lands of conservation interest and would include specific techniques to be used to protect them (see appendix K). Priority would be placed on protecting voyage stops, evocative landscapes within which voyage stops occur, sites that provide access to the trail for recreation, and evocative landscapes in close proximity to recreation sites. Sites providing access to the trail for recreation would include, 1) pull-offs that provide visual access to the trail, 2) trailheads from which trails provide access to the trail, 3) day-use facilities, 4) boat launches, 5) primitive campsites, and 6) developed campgrounds. Protection of significant resources would be accomplished by the NPS providing technical assistance to partners with education of landowners regarding stewardship, planning, partner acquisition, and identification of funding sources. In Alternative 4 there would be little potential for federal land acquisition. Where acquisition occurs it would only be where there is a willing seller, a site is threatened with destruction or irreparable damage, and/or a site is important to the implementation of the trail CMP.

■ **High Potential Route Segments and High Potential Historic Sites**

In the future NPS funding for projects and technical assistance would place higher priority on actions that protect 1) trail-related resources within high potential route segments or that enhance trail experiences within high potential route segments, and 2) sites that are high potential historic sites. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments beyond those initially designated. In Alternative 4 investigations would focus on identifying trail-related resources in the vicinity of recreation sites that are high potential historic sites or that would contribute to designation of a high potential route segment.

3.5.3 Visitor Experience – Alternative 4

■ **Visitor Experience Focus**

In Alternative 4 the visitor experience would focus on enjoying various types of recreation along the trail. At recreation sites trail users would have limited opportunities to learn about the voyages and environmental stewardship of the Bay and to participate in volunteer environmental programs. The trail's interpretive plan (NPS 2009a) would continue to provide the framework for public appreciation of trail resources and for a wide range of partnership activities to facilitate public use and understanding of trail history. Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming in accordance with the conditions stipulated in the MOU and consistent with the objectives of the trail's interpretive plan. The NPS would continue to provide grants and technical assistance, as funding allows, to partners for projects that generally enhance place-based interpretation and education about the Bay and its related resources, that interpret the trail's resources and stories, and that promote and interpret conservation stewardship of Bay-related natural and cultural resources.

In Alternative 4 the trail management framework would guide the partners and the NPS in making decisions about what types of interpretive projects to propose and fund. This would emphasize offering visitors opportunities to learn about the natural history of the region and the Captain John Smith voyages. Interpretive experiences would be focused in the vicinity of voyage stops where recreation opportunities are also present. Visitors would also have opportunities to participate in recreation and environmental projects with some interpretation of the trail themes.

■ **Interpretive Materials and Wayfinding**

Interpretive Media and Programs. In Alternative 4 there would be a minor increase in interpretive media and programming along the trail. Media and programs would be developed primarily with NPS funding or in part through matching grants to partners. They would be located at visitor contact stations and partner sites, and would also be distributed by outfitters and tourism service providers. Media and programs would emphasize the John Smith voyages, American Indian cultures, and natural history of the Bay. Major

emphasis would be placed on offering environmental and safety/skills development programming along with a minor emphasis on interpretive and educational programming. Other interpretive media would include brochures, water trail guides, recreational use guides, films and video clips, a passport, a geocache tour, and mobile web applications. The trail website (www.smithtrail.net) would continue to provide the public with information about the trail, how to visit the trail, and things to do. Trail brochures would continue to provide basic orientation to the trail. Periodic updates to the website and brochures would incorporate new information about opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay.

Trail Marking and Identifier Signage. Trail marking would continue to occur at the sites of partners who have signed the trail MOU. The NPS would provide each partner with a trail marker insignia and a sign. The NPS would support its partners who manage component water trails by providing grants and technical assistance, as funding allows, with producing water trail maps and water trail markers for their water trail. The NPS and NOAA would continue to collaborate on trail marking provided through NOAA's network of interpretive buoys (CBIBS).

Once a plan is prepared for a given trail segment, trail marking would be enhanced. Segment management plans would include a detailed trail marking plan to guide trail-marking activities of the partners. In Alternative 4 trail marking would emphasize voyage stops and recreation sites by placing markers at 1) pull-offs that provide visual access to the trail in the vicinity of voyage stops and recreation sites, 2) trailheads from which trails provide access to the trail at voyage stops or in the vicinity of recreation sites, and 3) day-use facilities, boat launches, primitive campsites, and developed campgrounds in the vicinity of voyage stops or within recreation sites.

Existing partner facilities along the trail would be encouraged to identify themselves as part of the trail. The NPS would continue to provide a trail identifier sign to each partner. In the future the NPS would also provide two panels for a standard 3-sided trail kiosk to be placed at partner facilities. Each partner would produce a third panel for the kiosk, specific to its site. In Alternative 4 trail identification signs and standard kiosks would also be placed at many recreational sites along the trail.

Interpretive Buoys. The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys. Periodic updates to interpretive messages would emphasize opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay. They would also provide information regarding boating conditions, the location of nearby recreational facilities, and opportunities to participate in stewardship programs.

■ Visitor Facilities and Services

Water-Based Recreation Facilities (Water Trails and Water-Based Tours). In Alternative 4 the NPS and its partners would continue to collaborate to develop water trails with the ultimate goal of having designated water trails that collectively provide a recreation experience along the entire length of the Captain John Smith Chesapeake NHT. For each water trail, there would be demonstrated capacity to provide recreational experiences on the water (see Section 2.4.2 above). Where there is an existing water trail, the NPS and its water trail partner would focus on including access to voyage stops where trail users would learn about the natural history of the region, the history of American Indian communities, and the Captain John Smith voyages. Emphasis would also be placed on enhancing interpretative media and programs, trail marking and signage, access to the water trail, land connections to the water trail, and camping facilities as noted elsewhere for Alternative 4. Priority for developing new water trails where none currently exists would be along trail segments where there is a greater than average aggregation of trail-related resources within the corridor, particularly those trail segments where there are high concentrations of 1) sites that offer high potential as recreation sites and 2) sites that are within or in close proximity to recreation sites that include significant voyage stops and/or are highly evocative of the 17th century.

In Alternative 4 the NPS and its partners would collaborate to identify and implement opportunities for water-based tours that would enable visitors to experience the natural world of the Chesapeake Bay by taking them to areas of evocative landscapes reminiscent of the 17th century. Emphasis would be on water-based tours that originate from recreation sites and that take visitors to nearby high potential historic sites and areas generally characterized by evocative landscapes.

Land-Based Recreation Facilities (Auto Tour Routes). In Alternative 4 trail management would emphasize providing land-based trails and auto tour routes that connect existing trail access sites, high potential historic sites, recreation sites, visitor contact stations, and partner sites, as well as those that provide experiences within high potential route segments.

Trail Access Facilities. In Alternative 4 there would be a major emphasis on providing new trail access sites along the trail. The NPS would assist its partners with development of approximately 100 new public access sites. New sites would be located at significant John Smith voyage stops, sites that provide good potential for access, and areas where additional public access is needed. Within each trail segment these would be a mix of pull-offs, trails to the water, day-use facilities near the water, and “frontcountry” soft put-ins/take-outs. Where these sites do not adjoin evocative landscapes, they would also offer other recreation opportunities, such as day-use facilities for picnicking, fishing, hiking, and, at some sites, primitive camping and developed campgrounds. In addition, within each trail segment “backcountry” soft landings would be developed which would not have vehicular access.

Visitor Contact Facilities. The NPS and its partners would collaborate to provide approximately five visitor contact stations at sites along the trail. Preferred locations would be high-traffic areas, within a high potential route segment and/or in the vicinity of a high potential historic site. Contact stations could be either inside a partner-staffed facility or designed as a self-service facility located outside a partner’s visitor center or main office.

Camping Facilities. Opportunities for multi-day trips along the trail would be expanded. Limited camping opportunities would be available for trail visitors traveling by land and by water in both motorized and non-motorized boats. Along the trail there would be four developed campgrounds, each with approximately 20 sites. These campgrounds would have vehicular access, hardened pads, table, fire ring, electric hook-ups, potable water supply, and vault toilets. In addition, within each trail segment, a small network of primitive campsites would enable visitors traveling by canoes or kayaks to have a multi-day experience on the trail. Primitive campsites would be developed in conjunction with “frontcountry” soft put-in/take-out facilities as well as at “backcountry” soft landings which do not have vehicular access. Frontcountry campsites would have tables, fire rings, and a vault toilet; backcountry campsites would have no facilities. Approximate site selection for camping facilities would occur as part of plan development for each trail segment.

Trail Access via Alternative Transportation Modes. In Alternative 4 the alternative transportation system (ATS) enhancements would focus on making alternative modes of transportation – such as bus service, outfitters transit services, and bike routes – available to recreation sites, as well as to public access points along high potential route segments. It would also focus on making available shuttle services for visitors traveling the trail by canoe and kayaks, making day trips or multi-day trips.

Connecting and Side Trails. The NTSA provides for designation of connecting or side trails that provide additional benefits to a national historic trail and that connect the trail to other resources and visitor experience. Segment 2.7.2 above summarizes criteria and a process for designating connecting and side trails developed for the Captain John Smith Chesapeake NHT. In Alternative 4 the NPS would not pursue designation of any connecting and side trails.

3.5.4 Partnerships – Alternative 4

In Alternative 4 partnerships with traditional and non-traditional partners would continue to develop and operate in support of the trail. Partnerships would generally emphasize expanding public access to the trail and expanding recreational opportunities. New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation. Table 3.4 summarizes some of the partnership actions that would occur in Alternative 4. These actions are in addition to the general types of partnership actions described in section 2.6 above in the description of the trail management framework.

CMP management actions would initially provide a common agenda to guide the collective group of partners. Once trail segment management plans are complete, the partnership agenda would be explicitly described on a site-specific basis. The NPS would continue to encourage groups of partners within trail segments to work together. Grants from the NPS would require projects to be consistent with the CMP and the appropriate trail segment management plan. Grants would also favor public access and water trail planning, development, and management consistent with the CMP and the segment plans.

3.5.5 Costs – Alternative 4

Estimates of annual operating costs and one-time costs associated with Alternative 4 have been prepared using NPS and industry cost estimating guidelines (see table 3.7 in section 3.7 below). These costs are presented for comparative purposes only and will be refined at a later date based upon final design of facilities and other considerations. Actual costs will vary depending on if and when specific actions are implemented and on contributions by the trail's partners and volunteers.

■ Operating Costs

In Alternative 4 the NPS would expand trail staff in its Chesapeake Bay Program Office (CHBA) to provide additional capacity needed for trail planning, development, and management. CHBA would continue to jointly manage the Chesapeake Bay Gateways and Watertrails Network, the Captain John Smith Chesapeake NHT, and the Star-Spangled Banner NHT. Approximately 11.6 FTEs assigned to the Captain John Smith Chesapeake NHT.

NPS annual operating costs associated with Alternative 4 are estimated to be \$1,725,000 (2010 dollars). This includes the anticipated cost for staff salaries and benefits, utilities, supplies, leasing, and other materials needed for trail planning, development, and management. Funding for annual operating costs would be provided by the base operating budget of the NPS. NHT administration would seek increases in base funding to support additional staff needs and expanded operations. It is anticipated that the Chesapeake Conservancy would volunteer help in support of park operations.

■ One-Time Costs (exclusive of land protection)

Total one-time costs associated with Alternative 4 over the 20-year life of the plan (2010 dollars) are estimated to be \$31,718,000, including one-time facilities costs and non-facilities costs. Facilities costs are those required for development of public access to the trail, visitor contact stations, and recreation facilities along the trail. Non-facilities costs are those required for special studies, signage, interpretive media and programs, and trail segment management plans. The NPS share of these one-time costs is estimated at approximately 57 percent or \$18,051,000. Total one-time partner costs are estimated at approximately 43 percent or \$13,667,000. Trail access will also serve all national trails and other water trails.

Table 3.5 Alternative 4 – General Types of Partnership Actions *(in addition to those described in the trail management framework in section 2.5 above)*

Partner Category	Partner Action
Federal Agencies <i>(also see section 2.6.2 above)</i>	<ul style="list-style-type: none"> ■ The NPS and the U.S. Fish and Wildlife Service would enter into an MOU regarding the trail. Collaborative trail management actions would emphasize implementing opportunities for visitors at national wildlife refuges that 1) occur in the vicinity of voyage stops, and 2) provide opportunities for environmental education and recreation. ■ The National Oceanic and Atmospheric Administration (NOAA) would continue to provide trail orientation and interpretation through its network of interpretive buoys. Periodic updates to interpretive messages would emphasize opportunities for recreation, environmental conditions in the Chesapeake Region, and the need for stewardship for a healthier Bay. They would also provide information regarding boating conditions, the location of nearby recreational facilities, and opportunities to participate in stewardship programs. ■ Partnering with the Star-Spangled Banner NHT and Washington-Rochambeau NHT would occur for cost containment and development of joint facilities and visitor programming. ■ NPS would provide technical assistance for the protection and preservation of significant trail sites.
State Natural Resource Management Agencies <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ NPS would enter into MOUs with the states. ■ Trail access sites, auto routes, and tours would be developed by partnering with state parks. ■ State parks would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance. ■ NPS would provide technical assistance for the protection and preservation of significant trail sites.
Tourism Offices <i>(also see section 2.6.3 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus.
Local Governments <i>(also see section 2.6.4 above)</i>	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with tourism bureaus. ■ NPS would provide technical assistance for the protection and preservation of significant trail sites.
CBGN Trail Partners <i>(also see section 2.6.5 above and appendix J below)</i>	<ul style="list-style-type: none"> ■ Partners who have signed a MOU for the trail would continue to collaborate to provide trail-related interpretive and educational programming, visitor facilities and services, resource protection, trail marking, and other functions, as stipulated in the MOU. ■ CBGN sites along the trail could receive technical assistance and matching grants to create public access and interpretation for the water trail, hike/bike routes, and significant voyage stops. ■ Trail partner would be encouraged to develop media and programming, as appropriate, with the possibility of NPS technical and financial assistance.
Trail Friends Group <i>(also see section 2.6.7 above)</i>	<ul style="list-style-type: none"> ■ A friends group would support the work of the trail partners by assisting with organizational capacity building, development (fundraising) by 1) working with NPS on developing a resource protection and preservation agenda, 2) facilitating implementation of the agenda with partners, 3) promoting and providing training for tourism providers and outfitters to maintain green practices, 4) developing volunteer environmental stewardship projects, and 5) promoting them to outfitters and tourism providers.
Organizations <i>(also see section 2.6.8 above)</i>	<ul style="list-style-type: none"> ■ The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions ■ Trail access sites, auto routes, and tours would be developed by partnering with historical societies. NPS would provide technical assistance for the protection and preservation of significant trail sites.

Table 3.5 **Alternative 4 – General Types of Partnership Actions** (continued)
(in addition to those described in the trail management framework in section 2.5 above)

Partner Category	Partner Action
Organizations (continued) <i>(also see section 2.6.8 above)</i>	<ul style="list-style-type: none"> ■ NPS would provide technical assistance for the protection and preservation of significant trail sites. ■ New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.
Businesses	<ul style="list-style-type: none"> ■ Trail access sites, auto routes, and tours would be developed by partnering with private sector outfitters and tourism service providers. ■ New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.
Private Property Owners	<ul style="list-style-type: none"> ■ NPS would provide technical assistance for the protection and preservation of significant trail sites. ■ New trail partnerships would be developed to provide additional access, recreation opportunities, and interpretation.

■ Land Protection Costs

Land protection costs associated with Alternative 4 are estimated to be \$23,950,000, including costs for fee simple land acquisition and purchase of conservation easements. The NPS and the trail's federal, state, non-profit, and private partners would work together to acquire land and conservation easements (see section 3.5.2 above). The federal share of land protection costs is estimated at approximately 50 percent or \$11,975,000. Land protection cost estimates are preliminary and intended solely for general planning purposes. Actual land acquisition costs would be determined by detailed appraisals when specific lands are considered for acquisition.

3.6 Comparison of Alternatives

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
Trail Management Framework	<p>Management Focus. Trail management would continue to focus the visitor experience, resource protection, and partnerships on existing partner sites and existing water trails.</p> <p>Trail Coordination. The NPS Chesapeake Bay (CHBA) Office would have overall coordination responsibility for the trail planning, management and development. Trail administration would occur in coordination with the Chesapeake Bay Gateways and Watertrails Network (CBGN).</p> <p>Management by Trail Segments. Trail development would occur opportunistically as partners propose and implement projects at individual sites.</p>	<p>Management Focus. Trail management would emphasize interpreting and protecting the most historically significant places associated with John Smith's voyages.</p> <p>Trail Coordination. Same as in Alternative 1.</p> <p>Management by Trail Segments. Trail development would occur in accordance with the CMP; plans for specific trail segments would tier off the CMP, providing more detailed analysis and management guidelines for each trail segment (10 total). A trail segment management plan would be prepared for each trail management segment; these plans would provide the basis for prioritizing investment in trail development projects, including land acquisition. Trail segment management plans would emphasize protecting resources and offering visitor experiences at voyage stops and high potential historic sites. Trail partners would have a major role in preparing trail segment management plans; within each segment a lead partner with demonstrated capacity would assume</p>	<p>Management Focus. Trail management would emphasize interpreting and protecting the world of the Chesapeake that Smith encountered during his voyages – its natural abundance and its complex American Indian cultures.</p> <p>Trail Coordination. Same as in Alternative 1.</p> <p>Management by Trail Segments. Same as Alternative 2, except that segment management plans would emphasize protecting evocative landscapes and other resources, increasing public access, and offering visitor experiences along high potential route segments as well as at voyage stops, high potential historic sites, and recreation sites.</p>	<p>Management Focus. Trail management would emphasize increasing public access and recreation along the trail, with limited resource protection and interpretation at access sites and at recreation sites.</p> <p>Trail Coordination. Same as in Alternative 1.</p> <p>Management by Trail Segments. Same as Alternative 2, except that segment management plans would emphasize increasing public access and offering recreational experiences at voyage stops, high potential historic sites, and recreation sites.</p>

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
		responsibility for completing each trail segment management plan, subject to NPS planning standards and guidelines; NPS would provide technical assistance and funding for trail segment management plans.		
		Support to Partners. Grants would favor historical interpretive programming, public access, and water trail planning, development, and management consistent with the CMP and the segment plans.	Support to Partners. Grants would favor public access and water trail planning, development, resource identification, and management consistent with the CMP and the segment plans.	Support to Partners. Same as Alternative 3, except grants would not favor resource identification.
Visitor Experience	Focus of the Experience. The visitor experience would be at existing partner sites and trails where visitors could learn about the John Smith voyages, the Bay and its related natural and cultural resources, and conservation and stewardship of Bay resources.	Focus of the Experience. The visitor experience would be at the places where John Smith stopped and mapped, as well as at many existing partner sites; it would focus on learning about the voyages.	Focus of the Experience. The visitor experience would be at evocative landscapes along the length of the trail, including the places where Smith stopped; it would focus on learning about the natural world of the Chesapeake and the American Indian cultures that John Smith encountered as he explored the Bay.	Focus of the Experience. The visitor experience would focus on enjoying various types of recreation along the trail. At recreation sites trail users would have limited opportunities to learn about the voyages and environmental stewardship of the Bay and to participate in volunteer environmental programs.
	Traveling the Trail. Visitors would experience the trail by traveling along existing water trails and auto routes.	Traveling the Trail. Visitors would experience the trail by personal watercraft, organized water-based tours, and auto and bus routes.	Traveling the Trail. Same as Alternative 2	Traveling the Trail. Same as Alternative 2.
	Interpretive Focus. Interpretive experiences would be focused at existing partner sites. Visitors would learn about the John Smith voyages, the Bay and its related natural and cultural resources, and conservation and stewardship of Bay resources.	Interpretive Focus. Interpretive experiences would be focused at voyage stops; these would be connected by NPS-designated water trails, additional auto routes, and organized water tours. Visitors would learn about the history of the Captain John Smith voyages, Smith's relations with American Indians, and the natural resources he encountered.	Interpretive Focus. Interpretive experiences would be focused at voyage stops, evocative landscapes, significant 17 th century American Indian archeological sites, and landscape features and cultural sites of significance to modern American Indian tribes; these would be connected by NPS-designated water trails, auto and bus routes, organized water tours, and connecting and side trails. Visitors would learn about the natural history of the region, the history of American Indian communities, and the	Interpretive Focus. Interpretation would not be a significant focus of this alternative.

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
	<p>Interpretive Media and Programming. Interpretive media and programming along the trail would not be expanded. Media would be located at partner sites. Media and programming would be place-based at partner sites using a variety of media and programs. Media and programs would be developed with NPS matching grants to partners, as funding allows.</p> <p>Trail Marking. Trail marking would continue to occur at the sites of partners who have signed the trail MOU.</p>	<p>Interpretive Media and Programming. A major increase in interpretive media and programming would occur along the trail. Media would be located at voyage stops, visitor contact stations, and partner sites.</p> <p>Media and programming would emphasize use of interpretive and educational programs and living history programs/ reenactments. Media and programs would be developed with NPS matching grants to partners, as funding allows.</p> <p>Trail Marking. Trail marking would occur primarily at voyage stops.</p>	<p>Captain John Smith voyages.</p> <p>Interpretive Media and Programming. A major increase in interpretive media and programming would occur along the trail. Media would be located at voyage stops, recreation sites, interpretation and education centers, visitor contact stations, and partner sites.</p> <p>Media and programming would emphasize use of interpretive and educational programs, some living history programs/ reenactments, environmental and safety/skill programs, and waysides at partner sites and access sites. Media and programs would be developed by the NPS and through matching grants to partners, as funding allows.</p> <p>Trail Marking. Trail marking would occur primarily at voyage stops, evocative landscapes, and recreation sites.</p>	<p>Interpretive Media and Programming. A minor increase in interpretive media and programming would occur along the trail. Media would be located at visitor contact stations and partner sites, and would also be distributed by outfitters and tourism service providers.</p> <p>Media and programming would emphasize use of environmental and safety/skills programs with a minor emphasis on interpretive and educational programming. Media and programs would be developed primarily with NPS funding or in part through matching grants to partners, as funding allows.</p> <p>Trail Marking. Trail marking would occur primarily at voyage stops and recreation sites</p>
Visitor Facilities and Services	<p>Water Trails. Water trails could evolve one at a time along portions of the trail, as partners emerge with capacity to plan, develop, and manage them.</p> <p>Water-Based Tours. New water-based tours could be developed one at a time as partners emerge to plan, develop, and manage them.</p>	<p>Water Trails. Emphasis would be on developing partner-managed water trails; priority for new water trail development would be on those that have potential to access voyage stops and that fill gaps in the trail.</p> <p>Water-Based Tours. Emphasis would be on promoting development of new water-based tours along parts of the trail that take visitors to voyage stops where they learn about the history of the voyages.</p>	<p>Water Trails. Emphasis would be on developing partner-managed water trails; priority for new water trail development would be on those that have potential to access voyage stops, areas where American Indian stories can be told, evocative landscapes, and recreation sites and that fill gaps in the trail.</p> <p>Water-Based Tours. Emphasis would be on promoting development of new water-based tours that take visitors to high potential historic sites and areas generally characterized by evocative landscapes where they enjoy a recreation experience as well as learn about the</p>	<p>Water Trails. Emphasis would be on developing partner-managed water trails; priority for new water trail development would be on those that have potential to access voyage stops, evocative landscapes, and recreation sites and that fill gaps in the trail.</p> <p>Water-Based Tours. Emphasis would be on promoting development of new water-based tours that originate from recreation sites and that take visitors to nearby high potential historic sites and areas generally characterized by evocative landscapes where they enjoy</p>

Table 3.6 Comparison of Alternatives

Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
		history of the voyages.	a recreation experience.
Land Trails and Tours. New auto tours could be developed one at a time as partners emerge to plan, develop, and manage them.	Land Trails and Tours. Emphasis would be on developing new partner-managed auto tours that connect voyage stops.	Land Trails and Tours. Emphasis would be on developing new partner-managed auto tours; these would connect existing trail access sites, significant voyage stops, high potential historic sites, recreation sites, visitor interpretation and education centers, visitor contact stations, and partner sites.	Land Trails and Tours. Emphasis would be on developing new partner-managed land trails; these would connect existing trail access sites, high potential historic sites, recreation sites, visitor contact stations, and partner sites.
Public Access. Visitors would access the trail at existing public access sites located at local, state, and federal parks and national wildlife refuges, and existing water trail routes.	Public Access. Emphasis would be on providing new access sites along the trail (approximately 50 new access sites); priority would be on providing access to voyage stops; new boat access sites would be soft put-ins/take-outs for canoes and kayaks.	Public Access. Emphasis would be on providing new access sites along the trail (approximately 100 new access sites). Priority would be on providing access to voyage stops and areas where additional access is needed. Where these sites do not adjoin evocative landscapes, they would be developed as recreation sites, including day-use facilities for picnicking, fishing, hiking, and, at some sites, primitive camping. New boat access sites would be soft put-ins/take-outs for canoes and kayaks.	Public Access. Same as Alternative 3, except that there would be more recreation sites and a few of these sites would include developed campgrounds.
Contact Stations. Visitor contact would occur at existing partner sites (which might or might not have interpretive material related to the trail).	Contact Stations. Five visitor contact stations would be developed through modest investments at existing partner facilities.	Contact Stations. Five visitor contact states would be developed through modest investment at existing partner facilities.	Contact Stations. Five visitor contact stations would be developed through modest investment at existing partner facilities.
Camping Facilities. Opportunities for multi-day trips on the trail would be very limited; partners would provide limited primitive camping along the trail.	Camping Facilities. Opportunities for multi-day trips on the trail would be very limited; partners would provide limited primitive camping along the trail.	Camping Facilities. Opportunities for multi-day trips on the trail would be expanded; partners would be encouraged to provide primitive “frontcountry” camping with vehicular access and “backcountry” camping accessible only by water.	Camping Facilities. Same as Alternative 3, except that partners would be encouraged to provide developed campgrounds at recreation sites.
Non-Auto Trail Access. Alternative modes of transportation would be available to a few partner sites.	Non-Auto Trail Access. Alternative modes of transportation would be to significant voyage stops, high potential historic sites, and public access sites.	Non-Auto Trail Access. Alternative modes of transportation would be to significant voyage stops, high potential historic sites, and recreation sites.	Non-Auto Trail Access. Alternative modes of transportation would be to recreation sites and would support the needs of visitors using canoes and kayaks for

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
			Alternative modes of transportation would also support the needs of visitors using canoes and kayaks for day trips and multi-day trips.	day trips and multi-day trips.
Resource Protection	<p>Identification. Resource identification would occur through NPS and partner collaboration; partners would undertake studies consistent with their individual mission, with NPS support and technical assistance, as funding permits.</p> <p>High Potential Historic Sites and High Potential Route Segments. No further investigations for purposes of identifying additional high potential route segments.</p> <p>Protection. Protection would continue to be at the discretion of local and state agencies and other partners consistent with their mission and as funding permits.</p> <p>Land protection would continue to be at the discretion of local and state agencies consistent with their mission and as funding permits. There would be minimal potential for federal acquisition; acquisition could occur if there is a willing seller, a site is threatened with destruction or irreparable damage.</p>	<p>Identification. Resource identification would emphasize locating and documenting voyage stops and 17th century American Indian archeological sites; secondary emphasis would be on locating and documenting evocative landscapes, historic American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites.</p> <p>High Potential Historic Sites and High Potential Route Segments. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments; investigations would focus on identifying additional high potential historic sites, including significant voyage stops and other high potential historic sites in the vicinity of significant voyage stops.</p> <p>Protection. Protection would be accomplished by NPS technical assistance to partners about significant resources and potential strategies for protection.</p> <p>Land protection would focus on voyage stops, the evocative landscapes within which voyage stops occur, and sites that provide access to voyage stops. There would be some potential for federal acquisition; acquisition could occur if there is a willing seller, a site is threatened with destruction or irreparable damage, and/or is important</p>	<p>Identification. Resource identification would emphasize locating and documenting evocative landscapes; secondary emphasis would be on locating and documenting voyage stops, 17th century American Indian archeological sites, American Indian town sites, landscape features and cultural sites of significance to modern American Indian tribes, indigenous cultural landscapes, and cross sites.</p> <p>High Potential Historic Sites and High Potential Route Segments. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments; investigations would focus on identifying evocative landscapes along the trail that would support further designation of high potential route segments and high potential historic sites.</p> <p>Protection. Same as Alternative 2.</p> <p>Land protection would focus on evocative landscapes, voyage stops, and sites that provide access to evocative landscapes and voyage stops; it would also focus on sites that provide access to the trail for recreation. Potential for federal acquisition would exist; acquisition could occur if there is a willing seller and the site is important to</p>	<p>Identification Same as Alternative 3.</p> <p>High Potential Historic Sites and High Potential Route Segments. The NPS would actively pursue identification of additional high potential historic sites and high potential route segments; investigations would focus on identifying trail-related resources in the vicinity of recreation sites that are high potential historic sites or that would contribute to designation of a high potential route segment.</p> <p>Protection. Same as Alternative 2.</p> <p>Land protection would focus on voyage stops, evocative landscapes within which voyage stops are located, and that provide access; it would also focus on sites that provide access to the trail for recreation, including the evocative landscapes in the vicinity of recreation sites. Potential for federal acquisition would exist; acquisition could occur if</p>

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
		to implementation of the trail CMP.	implementation of the trail CMP. A cooperative resource preservation and land conservation agenda would be developed with federal, state, and local government agencies, NGOs, American Indian Communities, and private property owners.	there is a willing seller and the site is important to implementation of the trail CMP.
Partnerships	<p>Federal Partners. The NPS and U.S. FWS would continue to collaborate.</p> <p>MOU would continue between NOAA and NPS committing to collaborate on developing and managing the trail.</p> <p>NPS Chesapeake Bay Office would collaborate with other NPS units and national trails in developing and managing the trail.</p> <p>State Partners. The NPS and states would continue to collaborate.</p> <p>Local Government Partners. No MOUs would be executed between NPS and local governments.</p> <p>CBGN Partners. MOUs exist between NPS and trail partners whereby trail partners can receive technical assistance and matching grants (as funding allows) to create public access and interpretation for the trail, auto routes,</p>	<p>Federal Partners. NPS and the U.S. FWS would have an MOU to promote development of trail opportunities in the vicinity of voyage stops in national wildlife refuges.</p> <p>Same as Alternative 1.</p> <p>Same as Alternative 1.</p> <p>State Partners. NPS and the states would have MOUs focused on providing trail access, protection of trail-related resources (particularly voyage stops), trail interpretation, and trail promotion.</p> <p>Local Government Partners. NPS and local governments would have MOUs focused on providing trail access, protection of trail-related resources (particularly voyage stops), trail interpretation, and trail promotion.</p> <p>CBGN Partners. Same as Alternative 1, except that the emphasis of technical assistance and grants would be in support of trail experiences at voyage stops.</p>	<p>Federal Partners. Same as Alternative 2, except trail opportunities would also be promoted in evocative landscapes and at recreation sites in refuges.</p> <p>Same as Alternative 1.</p> <p>Same as Alternative 1.</p> <p>State Partners. Same as Alternative 2, except focus would expand to include evocative landscapes and recreation sites.</p> <p>Local Government Partners. Same as Alternative 2, except focus would expand to include evocative landscapes and recreation sites.</p> <p>CBGN Partners. Same as Alternative 1, except that the emphasis of technical assistance and grants would be in support of trail experiences at voyage stops, evocative landscapes, and recreation sites.</p>	<p>Federal Partners. Same as Alternative 2, except trail opportunities would also be provided at recreation sites in refuges.</p> <p>Same as Alternative 1.</p> <p>Same as Alternative 1.</p> <p>State Partners. Same as Alternative 2, except focus would expand to include recreation sites.</p> <p>Local Government Partners. Same as Alternative 2, except focus would expand to include recreation sites.</p> <p>CBGN Partners. Same as Alternative 1, except that the emphasis of technical assistance and grants would be in support of trail experiences at voyage stops and recreation sites.</p>

Table 3.6 Comparison of Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
	significant voyage stops, evocative landscapes, and archeological and other American Indian sites.			
	Water Trail Partners. Water trail partners develop water trails as local capacity becomes available; NPS provides technical assistance and support, as funding allows.	Water Trail Partners. NPS provides assistance to local groups to establish water trails along the length of the trail (priority for new water trail development would be on those that have potential to access voyage stops).	Water Trail Partners. Same as Alternative 2, except that priority for new water trail development would be on those that have potential to access voyage stops, areas where American Indian stories can be told, evocative landscapes, and recreation sites.	Water Trail Partners. Same as Alternative 2, except that priority for new water trail development would be on those that have potential to access recreation sites, voyage stops, and evocative landscapes.
	Trail Friends Group. The Chesapeake Conservancy would be the primary NPS partner providing assistance with trail development through advocacy, fundraising, land protection, working with landowners, awareness building, and other functions. In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a “group of friends” is essential.	Trail Friends Group. A friends group would support the work of the trail partners by assisting with resource protection, organizational capacity building, and development (fundraising). In addition there are and would continue to be other regional and even trail-wide partners with which the NPS would collaborate, including other federal agencies and state agencies. Given the complexity of the issues and demands managing a 3,000-mile trail, such a “group of friends” is essential.	Trail Friends Group. Same as in Alternative 2.	Trail Friends Group. Same as Alternative 2.
Staffing	3.3 full-time staff	11.6 full-time staff	13.6 full-time staff	11.6 full-time staff
NPS Annual Operating Cost (2010 dollars)	\$614,000	\$1,725,000	\$1,884,000	\$1,725,000
One-Time Costs (2010 dollars) (see Table 3.7)	\$ 4,987,000 total \$ 3,121,000 federal share \$ 1,866,000 partner share	\$11,336,000 total \$ 7,683,000 federal share \$ 3,653,000 partner share	\$32,301,000 total \$18,382,000 federal share \$13,919,000 partner share	\$31,718,000 total \$18,051,000 federal share \$13,667,000 partner share
Land Protection Costs (2010 dollars)	\$ 750,000 total \$ 375,000 federal share \$ 375,000 partner share	\$10,100,000 total \$ 5,050,000 federal share \$ 5,050,000 partner share	\$30,600,000 total \$15,300,000 federal share \$15,300,000 partner share	\$23,950,000 total \$11,975,000 federal share \$11,975,000 partner share

3.7 Comparison of Costs of the Alternatives

3.7.1 Estimated Costs for Implementing the Plan

The purpose of the Comprehensive Management Plan/Environmental Assessment (CMP/EA) is to articulate a shared vision for the Captain John Smith Chesapeake NHT and to provide a framework for managing and

Table 3.6 presents a summary of the annual operating and one-time costs for the four CMP alternatives. The cost figures are provided here and throughout the plan only to provide an estimate of the relative costs of the alternatives. The following statements apply to the cost estimates:

- Costs are presented as estimates and are not appropriate for budgeting purposes.
- Costs presented have been developed using NPS and industry standards to the extent available.
- Specific costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs, and changing visitor expectations.
- Approval of the CMP does not guarantee that funding or staffing for proposed actions will be available.
- Implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and servicewide priorities, and on partnership funds, time, and effort.

3.7.2 Funding for Actions Identified in the Plan

The NPS prepares five-year deferred maintenance and capital improvement plans. These plans are developed by a systematic process of evaluating proposals from the field to determine which projects are of greatest need in priority order focusing on critical health and safety issues and critical resource protection requirements. Actions that add specific projects to the five-year plans inevitably result in other projects being displaced when budgets are limited. Capital development, maintenance, and staffing proposals in this CMP would be evaluated in light of competing priorities for the Captain John Smith Chesapeake NHT and other national historic trails and units of the national park system. Because emphasis in the budget process is currently placed on addressing needs to maintain existing infrastructure, funding for new development is not likely within the next five years. However, the potential for implementing development and operational proposals in this plan may be improved if funding is available from partnerships that do not rely on the NPS's budget.

Estimated operations and development costs for each of the four alternatives for the 20 year plan are provided. One-time costs include trail access facilities (e.g. kayak/canoe launches, day use facilities, etc.), visitor services facilities (visitor contact stations and interpretation/education facilities), land protection costs (in-fee and less than fee), interpretive media, and plans and special studies. Costs will be shared with trail partners. Interpretation/education facilities as outlined in Alternative 3 will be at partner sites to

provide orientation and services all national trails and national park units in the Chesapeake region and the Chesapeake Bay Gateways and Watertrails Network. Most one-time costs are for trail access facilities, greatly improving public access to the trail. Trail access will also serve all national trails and other water trails. In addition to serving trail users, trail access advances the federal commitment to increasing public access to the Bay and rivers in accordance with Executive Order 13508. The costs are subject to NPS budget priorities and available funding. Costs were developed using the NPS facilities models.

Table 3.7 Cost Comparison (2010 dollars)

Subject	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
NPS Annual Operating Costs (ONPS) ¹	\$614,000	\$1,725,000	\$1,884,000	\$1,725,000
NPS Staffing – FTE ²	3.3	11.6	13.6	11.6
NPS Deferred Maintenance ³	none	none	none	none
TOTAL ONE-TIME COSTS (exclusive of land protection)	\$4,987,000	\$11,336,000	\$32,301,000	\$31,718,000
Total One-Time NPS Costs⁴	\$3,121,000	\$7,683,000	\$18,382,000	\$18,501,000
NPS Facilities Costs ⁵	\$1,447,000	\$3,428,000	\$13,584,000	\$13,331,000
NPS Non-Facilities Costs ⁶	\$1,674,000	\$4,255,000	\$4,798,000	\$4,720,000
Total One-Time Partner Costs⁴	\$1,866,000	\$3,653,000	\$13,919,000	\$13,667,000
Partner Facilities Costs ⁵	\$1,448,000	\$3,428,000	\$13,583,000	\$13,331,000
Partner Non-Facilities Costs ⁶	\$418,000	\$225,000	\$336,000	\$336,000
LAND PROTECTION COSTS⁷	\$750,000	\$10,100,000	\$30,600,000	\$23,950,000
NPS Land Protection Costs	\$375,000	\$5,050,000	\$15,300,000	\$11,975,000
Partner Land Protection Costs	\$375,000	\$5,050,000	\$15,300,000	\$11,975,000

1. NPS annual operating costs are the total NPS costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials. Cost and staffing estimates assume the alternative is fully implemented as described in sections 2.3, 2.4, 2.5, and 2.6 above.
2. Total full-time equivalents (FTE) are the number of NPS person/years of staff required to oversee trail planning, development, and management. These positions would be phased in over the 20-year life of the plan. The number of FTE indicates ONPS-funded NPS staff only, not volunteer positions. FTE salaries and benefits are included in the annual operating costs.
3. There are no deferred maintenance costs. NPS currently owns no land or facilities along the trail.
4. Total one-time costs equal the sum of facility costs and non-facility costs.
5. NPS one-time facilities costs include those for design, construction, rehabilitation, or adaptive reuse of NPS facilities, including visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, entrance stations, fire stations, maintenance facilities, museum collection facilities, and other visitor facilities.
6. One-time NPS non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities that would require substantial funding above the park annual operating costs.
7. Land protection costs include NPS and trail partner costs for acquiring land and interests in land. The NPS and its partners would work together to acquire these lands and funding for their purchase would be a collaborative effort. Land acquisition costs are preliminary and are for general planning purposes only. Actual land acquisition costs would be determined by detailed appraisals when lands are considered for acquisition.

3.8 Comparison of Impacts of the Alternatives

Table 3.8 Comparison of Impacts of the Alternatives

	Alternative 1 Continuation of Existing Management	Alternative 2 Exploratory Voyages of Captain John Smith	Alternative 3 (Preferred) Chesapeake Region in the 17 th Century	Alternative 4 Recreation on the Water Trail
Aquatic Resources	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible long-term adverse impacts 	<ul style="list-style-type: none"> minor long-term beneficial impacts negligible long-term adverse impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts negligible long-term adverse impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts negligible long-term adverse impacts
Terrestrial Resources	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible to minor short-term adverse impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts negligible to minor short-term adverse impacts 	<ul style="list-style-type: none"> minor long-term beneficial impacts negligible to minor short-term adverse impacts
Threatened and Endangered Species	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts negligible to minor long-term adverse impacts
Archeological Resources	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts. 	<ul style="list-style-type: none"> moderate long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor adverse impacts
Historic Structures	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> minor long-term beneficial impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor adverse impacts
Ethnographic Resources	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts
Cultural Landscapes	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor long-term adverse impacts
Trail Access	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> minor to moderate long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts
Visitor Experience	<ul style="list-style-type: none"> minor long-term beneficial impacts 	<ul style="list-style-type: none"> minor long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts
Socioeconomics	<ul style="list-style-type: none"> negligible impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts 	<ul style="list-style-type: none"> negligible to minor long-term beneficial impacts
Trail Administration and Management	<ul style="list-style-type: none"> negligible impacts 	<ul style="list-style-type: none"> minor long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts 	<ul style="list-style-type: none"> moderate long-term beneficial impacts

3.9 Identification of the Preferred Alternative

The NPS has identified **Alternative 3 – Chesapeake Region in the 17th Century** as the preferred alternative to guide long-term management of the Captain John Smith Chesapeake NHT. This decision is based on the comparison of alternatives summarized in this CMP/EA, public comments received during the planning process, and findings of the “Choosing By Advantages” process.

Full implementation of the approved plan could be many years in the future. Implementation will depend on future NPS funding levels and service-wide priorities and the efforts of partners. Approval of the CMP/EA does not guarantee that funding or staffing for proposed actions will be available. Implementation of specific projects associated with the selected long-term management alternative will require detailed implementation planning and further analysis of impacts pursuant to the National Environmental Policy Act.

3.9.1 Comparison of the Environmental Consequences of the Alternatives

Analysis of the environmental consequences of the alternatives supports selection of **Alternative 3 – Chesapeake Region in the 17th Century** as the preferred alternative. Following is a summary of the comparison of environmental consequences of the alternatives based on findings presented in detail in table 3.8 and Chapter 5 of this CMP/EA:

Beneficial Impacts of the Alternatives:

- All alternatives would have beneficial impacts on aquatic resources, terrestrial resources, and threatened and endangered species. Beneficial impacts would be negligible and minor, except for Alternative 3 which would have greater (minor to moderate) beneficial impacts.
- Alternatives 2 and 3 would have beneficial impacts on archeological resources, historic structures, ethnographic resources, and cultural landscapes. Beneficial impacts in Alternative 2 would be minor, except for historic structures where they would be moderate. Beneficial impacts would be greater in Alternative 3, being moderate for all four types of cultural resources.
- All alternatives would have beneficial impacts on trail access. Beneficial impacts would be negligible to minor for Alternative 1 while they would be moderate for Alternatives 2, 3, and 4.
- All alternatives would have minor long-term beneficial impacts on visitor experience.
- Alternatives 2, 3, and 4 would have negligible to minor beneficial impacts on socioeconomics.
- Alternatives 2, 3, and 4 would have minor long-term beneficial impacts on trail administration and management.

Adverse Impacts of the Alternatives:

- All alternatives would have long-term negligible to minor adverse impacts on aquatic resources, terrestrial resources, and threatened and endangered species.
- Alternatives 1 and 4 would have negligible to minor adverse impacts on archeological resources, historic structures, ethnographic resources, and cultural landscapes.

Overall, Alternative 3 would have the greatest beneficial impacts, including moderate long-term beneficial impacts in seven topics and minor long-term beneficial impacts in four topics. Adverse impacts associated with Alternative 3 would be negligible to minor and long-term in only two impact topics and negligible to minor and short-term in only one impact topic.

3.9.2 Summary of Public Involvement in Alternatives Development

In October 2009 the NPS presented the Alternatives 1 through 4 to the public in a series of eight public open house workshops held along the trail. During the afternoon before each workshop, the NPS hosted meetings with stakeholders from the local area where elected officials, agency representatives, and leaders of non-profit and other organizations provided comments on the proposed alternatives. The alternatives were also posted on the NPS Planning, Environment and Public Comment (PEPC) website and the NPS distributed a newsletter summarizing the alternatives to parties on the Chesapeake Bay Office's mailing list.

Approximately 130 people attended the public open house workshops and approximately 40 people attended the stakeholder meetings. During the comment period, the NPS received 47 comments via the NPS Planning Environment and Public Comment (PEPC) website or in writing. The comments revealed a general preference for Alternative 3, expressing support for the opportunities for visitors along the trail in combination with a broader program of conservation aimed at protection of landscapes that are evocative of the world that John Smith encountered on the Bay. While most of those who commented clearly preferred Alternative 3, many expressed support for the recreation and educational emphasis in Alternative 4; many suggested that some additional recreation opportunities be included in Alternative 3 along with a greater emphasis on public education to promote stewardship of the Bay.

In response to the public comment received the NPS has revised Alternative 3 to expand anticipated investment in providing recreation opportunities along the trail and to include more environmental education to promote stewardship of the Bay.

3.9.3 Summary of Findings from the Choosing By Advantages Decision-Making Process

The CMP planning team also used the "Choosing By Advantages" (CBA) process to organize and evaluate the facts most relevant to the selection of the preferred alternative and to minimize the influence of individual biases and opinions in the decision-making process. The CBA process, which has been used

extensively by government agencies and the private sector, evaluates different alternatives by identifying and comparing the relative advantages of each alternative according to a set of criteria. CBA does not weight factors when making decisions. Rather it focuses on the different advantages associated with specific alternatives and determines how important those advantages are.

Findings of the CBA process determined that Alternative 3 would fulfill the mission and responsibilities of the trail and offer a greater overall advantage when compared to the other CMP alternatives considered. The advantages offered by Alternative 3 relative to Alternatives 1, 2, and 4 are summarized as follows:

- **Protection of trail-related resources** – Alternative 3 would provide the highest degree of protection of trail-related resources. Alternative 3 would be highly advantageous when compared to Alternatives 2 and 4. Alternative 1 would offer no advantage.
- **Enhanced interpretation, education, and understanding** – Alternative 3 would provide the greatest enhancement of interpretation, education, and understanding for visitors. Alternative 3 would be highly advantageous when compared to Alternatives 2 and 4. Alternative 1 would offer no advantage.
- **Enhanced public use and enjoyment of the trail** – Alternatives 3 and 4 would each provide the greatest enhancement of public use and enjoyment of the trail. Both alternatives would be highly advantageous when compared to Alternative 2. Alternative 1 would offer no advantage.
- **Effective Trail Development and Management** - Alternative 4 would provide the greatest opportunity for effective trail development and management. Alternative 4 would be slightly advantageous when compared to Alternative 3 and moderately advantageous when compared to Alternative 2. Alternative 1 would offer no advantage.

3.10 Consistency with the National Environmental Policy Act and Identification of the Environmentally Preferred Alternative

3.10.1 Introduction

The NPS requirements for implementing NEPA include an analysis of how each alternative meets or achieves the purposes of NEPA, as stated in Sections 101(b) and 102(1). Each alternative analyzed in a NEPA document must be assessed as to how it meets the following purposes:

1. fulfills the responsibilities of each generation as trustee of the environment for succeeding generations
2. ensures for all Americans safe, healthful, productive, and aesthetically and culturally pleasing surroundings
3. attains the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences

4. preserves important historic, cultural, and natural aspects of our national heritage and maintains, wherever possible, an environment that supports diversity and variety of individual choice
5. achieves a balance between population and resource use that would permit high standards of living and a wide sharing of life's amenities
6. enhances the quality of renewable resources and approach the maximum attainable recycling of depletable resources

Alternative 1 would minimally meet the six purposes of NEPA. Current trail management would continue to largely limit the trail experience to partner sites and existing water trails. Protection of trail-related resources would continue to be at the discretion of local and state agencies, consistent with their mission and as funding permits. No further investigations would occur for purposes of identifying and protecting high potential route segments and high potential historic sites. This would continue to make it difficult for the NPS to meet its responsibility for managing the national historic trail to provide for the outdoor recreation needs of Americans – now and in the future – and to enhance the public's access to outdoor areas and historic resources (Purpose 1). The potential health benefits to Americans resulting from recreational use along the trail and the opportunities to experience the natural beauty of the evocative landscapes of the Chesapeake Bay along the trail would not be fully realized (Purpose 2 and Purpose 3). Trail-related cultural and natural resources important to the national heritage would not be well understood or interpreted for the public (Purpose 4). The public would have limited opportunities to experience the trail and its related resources; a management system would not be in place to plan for or monitor that use in a manner that would prevent degradation of trail-related resources (Purposes 5 and 6).

Alternative 2, 3, and 4 would better meet the six purposes of NEPA when compared to Alternative 1. A new trail management framework would enable the NPS and its partners to better accomplish the vision for the 3,000-mile trail by implementing a segment-by-segment approach to trail planning, development, and management. The CMP would provide the unifying vision for the trail and the overarching management principles that would be implemented in each trail segment, including those pertaining to resource protection, visitor experience, and partnerships. Future resource protection actions would provide a better understanding of trail-related resources, including investigations to support designation of additional high potential route segments and high potential historic sites along the trail. Through more detailed planning for the trail's ten segments, the NPS and its partners would more accurately inventory and locate trail-related resources, identify appropriation protection measures, and determine the suitable opportunities they offer for trail experiences. Management actions would protect trail-related resources from adverse impacts through technical assistance to and support of the trail's partners, enhance public understanding and appreciation, and conserve lands with trail-related resources. Collectively these actions would enhance the potential for NPS to meet its responsibility for managing the national historic trail to provide for the outdoor recreation needs of Americans – now and in the future – and to enhance the public's access to

outdoor areas and historic resources (Purpose 1). The potential health benefits to Americans resulting from recreational use along the trail and the opportunities to experience the natural beauty of the evocative landscapes of the Chesapeake Bay along the trail would be well realized (Purpose 2 and Purpose 3). Trail-related cultural and natural resources important to the national heritage would generally be better understood and interpreted for the public (Purpose 4). The public would have enhanced opportunities to experience the trail and its related resources; the trail management system would enable the NPS and its partners to carefully plan for public use of the trail and to manage that use over time so that resources are protected and visitors continue to have high quality recreation and educational experiences (Purposes 5 and 6).

In Alternative 2 trail management would emphasize interpreting and protecting the most historically significant places associated with John Smith’s voyages. Trail users would visit the places along the 3,000 mile trail where Smith stopped and the places that he mapped. Because of the narrower geographic focus of the visitor experience and the resource protection actions in Alternative 2, there would be fewer opportunities along the national historic trail to provide for the outdoor recreation needs of Americans – now and in the future – and to enhance the public’s access to outdoor areas and historic resources (Purpose 1). The potential health benefits to Americans resulting from recreational use along the trail and the opportunities to experience the natural beauty of the evocative landscapes of the Chesapeake Bay along the trail would be similarly reduced in scope (Purpose 2 and Purpose 3). Some types of trail-related resources – but not all – important to the national heritage would be better understood and interpreted for the public (Purpose 4). The public would have enhanced opportunities to experience the trail and its related resources focused along the trail, but these sites would be primarily limited to voyage stops (Purposes 5 and 6); the trail management system would enable the NPS and its partners to carefully plan for public use of the trail and to manage that use over time so that resources are protected and visitors continue to have high quality recreation and educational experiences (Purposes 5 and 6).

In Alternative 3 trail management would emphasize interpreting and protecting the world of the Chesapeake that Smith encountered during his voyages – its natural abundance and its complex American Indian culture. Trail users would visit places along the 3,000 mile trail where Smith stopped and the places that he mapped; they would also have opportunities to experience and learn about the Chesapeake Bay – in Smith’s time and today – as they explore places along the trail that are still evocative of the 17th century. Because of the broad geographic focus of the visitor experience and resource protection in Alternative 3, including both voyage stops and evocative landscapes, there would be significantly more opportunities along the national historic trail to provide for the outdoor recreation needs of Americans – now and in the future – and to enhance the public’s access to outdoor areas and historic resources (Purpose 1). The potential health benefits to Americans resulting from recreational use along the trail and the opportunities to experience the natural beauty of the evocative landscapes of the Chesapeake Bay along the trail would be similarly increased in scope (Purpose 2 and Purpose 3). All types of trail-related resources important to

the national heritage would be better understood and interpreted for the public (Purpose 4). The public would have enhanced opportunities to experience the trail and its related resources focused along much of the trail; the trail management system would enable the NPS and its partners to carefully plan for public use of the trail and to manage that use over time so that resources are protected and visitors continue to have high quality recreation and educational experiences (Purposes 5 and 6).

In Alternative 4 trail management would emphasize increasing public access and recreation along the trail, with limited resource protection and interpretation at access sites and recreation sites. The narrower geographic focus of the visitor experience and the resource protection actions in Alternative 4 would provide fewer places along the national historic trail for outdoor recreation. However, a wider variety of recreation opportunities would be possible at each site and partnerships would better support the needs of visitors interested in a recreation experience on the Bay. As a result Alternative 4 would provide well for the outdoor recreation needs of Americans – now and in the future – and would enhance the public’s access to outdoor areas and historic resources (Purpose 1). Alternative 4 would have potential health benefits to Americans resulting from recreational use along the trail and the opportunities to experience the natural beauty of evocative landscapes of the Chesapeake Bay in the vicinity of recreation sites (Purpose 2 and Purpose 3). Some types of trail-related resources – but not all – important to the national heritage would be better understood and interpreted for the public (Purpose 4). The public would have enhanced opportunities to experience the trail and its related resources focused along the trail, but these sites would be primarily limited to recreation sites (Purposes 5 and 6); the trail management system would enable the NPS and its partners to carefully plan for public use of the trail and to manage that use over time so that resources are protected and visitors continue to have high quality recreation and educational experiences (Purposes 5 and 6).

3.10.2 Environmentally Preferred Alternative

In accordance with NPS Director’s Order #12, *Conservation Planning, Environmental Impact Analysis, and Decision-making*, the NPS is required to identify the environmentally preferred alternative in its NEPA documents. The environmentally preferred alternative is the alternative that best promotes the national environmental policy expressed in NEPA (Section 101(b)) (516 DM 4.10). The *Council on Environmental Quality’s Forty Questions* (Q6a) further clarifies the identification of the environmentally preferred alternative stating, “simply put, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural processes.”

The NPS has determined that the environmentally preferred alternative is **Alternative 3**. This conclusion is based on careful review of potential impacts as a result of implementing the management alternatives and assessing proposed mitigation for cultural and natural resource impacts. Alternative 3 would surpass Alternative 1 in meeting all six NEPA purposes. When compared to Alternatives 2 and 4, the collective

management actions in Alternative 3 would better enhance the ability of the NPS and its partners to manage the national historic trail in accordance with the NTSA and to meet the trail's purposes to expand access to the Bay, to protect places evocative of the 17th century, to educate the public about the world of the Chesapeake, and to provide recreational experiences throughout the region and therefore best protect, preserve, and enhance historic, cultural, and natural processes.